REVISED PROGRAMME

OF

COMMUNITY DEVELOPMENT

MINISTRY OF

COMMUNITY DEVELOPMENT & COOPERATION

(DEPARTMENT OF COMMUNITY DEVELOPMENT)

GOVERNMENT OF INDIA

REVISED PROGRAMME

of

COMMUNITY DEVELOPMENT

CD 165/1

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MINISTRY OF
COMMUNITY DEVELOPMENT & COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)
GOVERNMENT OF INDIA

CD 175/1

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Chapter I

BUDGET

1. REVISION IN THE PROGRAMME OF COMMUNITY DEVELOPMENT—1958.

No. 1(1)/Bd./58

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

Krishi Bhavan,
New Delhi, May 5, 1958

To

The Development Commissioners of all State Governments and Union Territories (except N.E.F.A. and Naga Hills Tuensang Area).

SUBJECT—*Revision in the Programme of Community Development.*

SIR,

Will you please refer to this Ministry's letter No. 1(1)/Bd/58, dated 3rd February, 1958, on this subject? The revised programme of Community Development has been approved by National Development Council at its meeting held on 4-5-1958. A copy of the revised programme together with relevant Annexures is forwarded herewith.

2. The new arrangements take effect from 1st April, 1958. Accordingly, blocks of the following categories will be treated as Stage I blocks:

(*i*) blocks allotted *vide* this Ministry's letter No. 157/57/PRG-I, dated the 1st March, 1958 ;

(*ii*) NES blocks which were converted into CD blocks on the 1st April 1958, *vide* this Ministry's letter No. 15/58/PRG-I, dated 1st April, 1958; and

(*iii*) all blocks which were still in the NES stage on the 1st April, 1958.

All these blocks will be treated as stage I blocks with effect from the date of inauguration, with a ceiling of expenditure of Rs. 12 lakhs for the five year period.

3. As regards blocks which were CD blocks before the 1st April, 1958, they remain CD blocks under the existing budgetary pattern and are to complete their term of three years.

4. In pursuance of paragraph II of the approved programme, 137 blocks* indicated in column 4 of Statement II to Annexure I will have a one year period of pre-extension activity in the field of Agriculture.

5. As regards post intensive blocks they should be treated as in Stage II and be allotted Rs. 1 lakh per year for the rest of the Second Plan.

Yours faithfully,
(*Sd.*) B. R. TANDAN,
Secretary to the Government of India.

*For Revised Figures please see pages 11 & 12.

NOTE INDICATING THE DECISION OF THE GOVERNMENT OF INDIA ON SECTION 3 OF VOLUME I OF THE REPORT OF THE STUDY TEAM FOR COMMUNITY DEVELOPMENT AND NATIONAL EXTENSION SERVICE APPOINTED BY THE COMMITTEE ON PLAN PROJECTS.

SECTION 3—*Methods of Work : Programme Planning.*

Recommendations—Serial No. 36-39

Paragraphs 3.7—3.12 *of the Report.*

These recommendations relate to the abolition of the distinction between the N.E.S. Stage, the Intensive Development Stage and the Post-Intensive Development Stage and involve questions of policy.

2. The basic principle of the Community Development Programme is enunciated by the Planning Commission in the First Five Year Plan as follows :

> "Community Development is the method and Rural Extension the agency through which the Five Year Plan seeks to initiate a process of transformation of the social and economic life of the villages."

In order to evolve a programme to give effect to this principle three distinguishable aspects should be recognised :

(1) Introduction of the National Extension Service as the permanent *agency* in the rural areas, with the Block as the unit for planning and development.

(2) Promotion of Community Development as the method for—

(*i*) achieving unity of thinking and action between all development agencies of Government, and between the official agency, the people's agency and the people;

(*ii*) transformation in the social and economic outlook of the people chiefly through village organisations *e.g.*, Panchayats, Co-operatives, Youth Clubs, Mahila Mandals etc.

(*iii*) intensive area development based on a multipurpose approach.

(3) A programme that consolidates and re-inforces the 'agency' and the 'method', and seeks to promote all aspects of rural life, such as will become the normal pattern of the Welfare State in action.

3. If these three aspects are recognised, there is no need for any rigid distinction between the N.E.S., Intensive and Post-Intensive Stages. An essential feature of the revised arrangement would be that at the Post-Intensive Stage, development departments should be required to make increased block-wise allotment of funds in their

charge, in order not only to maintain the tempo of progress but also to achieve progressively increased development in the areas. In regard to subjects which do not specifically fall within the charge of any single department, adequate funds should separately be made available.

4. In the Third Five Year Plan, it would be necessary to secure that for all blocks including the Post-Intensive Blocks, necessary funds will be provided by pooled blockwise allotments from departmental allocations and other sources. In short, the Third Five Year Plan should actually be built from block plans.

5. The Team has suggested that during the First Stage, the financial provision for a block should be Rs. 15 lakhs for a period of six years, and that during the Second Stage it should be Rs. 5.5 lakhs, again for a period of six years. This has been carefully considered and the Government of India feel that these stages should each be of *five* years' duration, in order to maintain the urgency and dynamism of the programme. Where, however, in specific cases, extension of the period of operation of Stage I is necessary, this should be freely given upto one more year.

6. As regards financial allotment, having regard to past experience of the rate of expenditure, it is felt that a provision should be made of Rs. 12 lakhs for a five-year period in the First Stage and Rs. 5 lakhs for the five-year period in the Second Stage.

7. The following objectives should be kept in view while formulating the programme and budget estimates for each block :

(*i*) In every block, from the very beginning, the block organisation and village organisation should be regarded as basic units for formulating and carrying out different programmes.

(*ii*) The foundations for the block development programme are the Village Panchayat, the Village Co-operative and the Village School as well as a Statutory Body at the Block or District level to which full responsibility for planning and implementing the programme should be transferred. The aim should be to ensure that these institutions are established in the course of two or three years and begin to function well before the end of the First Stage.

(*iii*) The programmes and activities of agencies included in the schematic budget, as well as of departmental agencies which may not form part of the schematic budget, should be fully integrated into the block development plan. No development activity for which any official agency is responsible, should fall outside the block plan.

(*iv*) As far as possible, those provisions should be included in the schematic budget, which are intended to attract local community participation in labour, money and other ways. Provisions other than these should, in principle, form part of developmental budgets to be used, according to the approved scheme of development, in the blocks.

8. Two stages in the programme, namely, Stage I and Stage II, have been proposed and are distinguishable. Stage I is the intensive development phase in which people's participation would be promoted as the method of Community Development and Panchayats intimately connected with the formulation of plans for their respective areas. The degree of success attained in the First Stage will be the evidence of the growth and functioning of self-reliant rural communities, which is the basic objective of the programme. Accordingly, Stage II, which is the Post-Intensive phase, has been designed to intensify the operation of the method of Community Development in its fuller amplitude and the comparatively small schematic budget purports to make provision only for such items in which the emphasis is more on Community Development rather than on development programmes as such. It would follow from this pattern for Stage II that the programme in the blocks in Stage II should from the very beginning be entrusted to Statutory Bodies at the block or district level.

9. As regards re-phasing of the expansion programme, it may be mentioned that even in the existing approved programme, 1,000 N.E.S. Blocks really take effect from October, 1960, only six months before the commencement of the Third Five Year Plan period. The Government of India are not wedded to any rigid idea that they must, at all costs (efficiency or no efficiency), cover the country during the Second Plan period, and have decided that complete coverage of the country by National Extension Service should be aimed to be achieved by October, 1963. This date, it will be recalled, will be ten years from the introduction of the country-wide N.E.S. Programme in October, 1953. In fact, this was the recommendation of the Grow More Food Enquiry Committee in 1952. Future allotment will be adjusted accordingly, within the overall ceiling of Rs. 200 crores for the Second Plan. An indication of future phasing, and financial implications is given in the attached statements (Annexure I). Annual plans will have to be worked out accordingly. The expenditure on the programme during 1958-59 should be adjusted within the allocations already approved by the Planning Commission for the year.

10. Schematic budgets for a Development Block during the First and Second Stages, together with a note indicating the salient features, thereof, are also attached (Annexure II).

11. *Pre-extension period for each block.*—It has been decided that in view of the renewed emphasis on agricultural production,

each block allottable from April, 1959, should have had a one-year period of pre-extension activity exclusively in the field of agriculture. Provision should be made for this purpose for one Block Development Officer, one Agricultural Extension Officer and five fully-trained Gram Sevaks for each such block. This staff would be absorbed later in the staffing pattern for the block when it enters the First Stage. The estimated expenditure on this account is indicated in Annexure IV.

12. Some State Governments have stressed two points, arising out of staggering the programme. One is the public disappointment that is likely to be caused by the reduction of coverage in the Second Plan period. The second relates to the practical difficulty of a large number of Gram Sevaks who might be turned out from the training centres in 1958 and 1959, and be left unprovided on account of the reduced number of blocks.

As regards the first, the observations of the COPP's Study Team (reproduced below) are important and conclusive :

> "3.12. We realise that all these recommendations will eat into the total provision for community development in the Second Five Year Plan and we, therefore, recommend that the decision that the entire country should be covered with Intensive Development Blocks, N.E.S. Blocks or Post-Intensive Blocks within the Second Five Year Plan period, should be revised. It has been pointed out to us by many of the States that this is also necessary because of shortage of technical staff. We have noticed, too, that the supervisory staff is not in a position to exercise close supervision even over the existing blocks; such supervision is essential, especially in the earlier stages. For all these reasons, the attempt to cover the entire country with these development blocks within the plan period is unwise. We recommend that the period should be extended by at least three years. This will no doubt create a certain amount of disappointment in some areas but we have to bear in mind that community development is not achieved by a mere increase of the number of blocks; the increased number should be accompanied by effective work and this is conditioned by various factors which have to be explained to the people."

As regards the second difficulty, State Governments may like to consider a solution on the following lines :

(*a*) As it has been decided to allow a pre-extension period of one year for each block, State Governments could take up the blocks allottable in 1959 one year earlier than their due dates for pre-extension work with a reduced

staffing pattern. This will absorb a good number of Gram Sevaks.

(*b*) In most States there are a number of untrained or semi-trained Gram Sevaks. It is suggested that they should be sent to the Training Centres for completing their full training and replaced, in the meantime, by fully-trained Gram Sevaks.

(*c*) The existing blocks, many of which are reported to continue understaffed, may be fully manned. This should also take care of a substantial number of VLWs.

(*d*) The undesirable VLWs. in the existing blocks may be replaced by freshly-trained personnel, which is an action, perhaps, long overdue in many States.

ANNEXURES

ANNEXURE I—Comprising the following statements :

(*i*) Statement I, indicating the phasing of the programme.

(*ii*) Statement II, indicating phasing State-wise.

(*iii*) Statement III, showing the estimated expenditure on the Community Development and NES Programme during the Second Five Year Plan. This is a summary statement.

(*iv*) Statement IV, indicating estimated expenditure on Community Development and NES Blocks and Blocks in Stage I, during the Second Five Year Plan period.

(*v*) Statement V, indicating the basis of calculating the estimated expenditure shown in column 3 of Statement IV.

(*vi*) Statement VI, indicating estimated expenditure on Post-Intensive Blocks *i.e.* Blocks in Stage II @ Rs. 5 lakhs for 5 years on a *pro rata* basis.

ANNEXURE II—Schematic Budgets for a Development Block during the First & Second Stages, together with a note indicating the salient features thereof.

ANNEXURE III—Comparative statement, indicating the overall ceiling of expenditure on the CD & NES Programme for each State during the Second Plan period, as had been recommended by the Ministry of Community Development to the Planning Commission earlier on the basis of the originally approved programme in the Pink Pamphlet, and the estimated expenditure on account of the revised programme as ascertained from State Governments.

ANNEXURE IV—Schematic Budget for the Pre-extension period.

Annexure I

The Revised Programme in the Second Five Year Plan—Financial implications.

The overall financial implications of the revised programme are given in the attached statements. Some of the salient features in the calculations involved are as follows :—

1. 2,405 Blocks have been allotted so far. It is proposed to allot another 682 Blocks during the period of the Second Five Year Plan. The balance of 1,918 Blocks will be allotted by October 1963, when the whole country will be covered. The suggested phasing of the annual Programme is indicated in Statement I.

2. For the existing N.E.S. Blocks, as well as for the Blocks that will be allotted in future, a provision of Rs. 12 lakhs per block for a five year period, has been assumed during the First Stage. During the Second Stage, a provision of Rs. 5 lakhs per Block for a five-year period has been assumed.

3. In the light of past experience, realistic rates of expenditure incurred in relation to *pro rata* targets (*vide* statement V) have been assumed in the calculations.

4. No alteration has been made in the schematic budgets in respect of the existing Community Development Blocks. After their prescribed period of operation of three years (or more, if this period is extended in particular cases) from the date of their conversion from N.E.S. Blocks to CD Blocks, they will become Post-Intensive Blocks (Stage II).

(*Enclosure to Annexure I*)

STATEMENT I

Future Phasing of the Programme.

April, 1959	137	
October, 1959	145	
April, 1960	202	
October, 1960	198	
April, 1961	251	Third Five Year Plan.
October, 1961	252	
April, 1962	303	
October, 1962	303	
April, 1963	404	
October, 1963	405	
TOTAL	2,600	
No. of Blocks allotted so far	2,405	
GRAND TOTAL	5,005 or 5,000 (rounded).	

STATEMENT II

(State-wise)

(Enclosure to Annexure I)

Statement indicating the phasing of Blocks of the First Stage

State	Total No. of Blocks requir-ed* (tenta-tive)	No. of Blocks al-ready allotted upto end of 1958	Number of Blocks yet to be allotted in										No. of Blocks reserv-ed by way of marginal adjust-ment in the Third Plan period
			April '59	Oct. '59	April '60	Oct. '60	April '61	Oct. '61	April '62	Oct. '62	April '63	Oct. '63	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
1. Andhra Pradesh ..	447	209	13	13	18	18	22	22	26	25	35	35	11
2. Assam	152	64	5	5	5	5	6	6	8	8	12	12	16
3. Bihar	575	275	17	17	23	23	29	29	35	35	46	46	—
4. Bombay	649	296	—	21	27	27	34	34	41	41	55	55	18
5. Madhya Pradesh ..	416	212	11	9	15	15	18	18	22	22	29	29	16
6. Madras	358	151	10	10	13	13	16	16	20	20	26	26	37
7. Orissa	307	134	9	9	12	12	16	16	18	18	25	25	13
8. Punjab	228	127	6	6	7	7	9	9	11	11	15	14	6
9. Uttar Pradesh	899	379	28	28	37	37	46	46	56	56	74	74	38

Statement II—*Continued*

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
10. West Bengal	341	135	11	11	15	15	19	19	22	22	30	30	12
11. Kerala	142	69	4	4	5	5	7	7	8	8	10	11	4
12. Mysore	268	127	8	7	10	10	12	12	15	15	20	20	12
13. Rajasthan	232	110	9	3	8	8	10	10	12	12	17	17	16
14. Jammu & Kashmir ..	52	46	6	—	—	—	—	—	—	—	—	—	—
15. Delhi	5	5	—	—	—	—	—	—	—	—	—	—	—
16. Himachal Pradesh ..	34	25	—	1	1	1	1	1	1	1	1	1	—
17. Manipur	16	7	—	1	1	1	1	1	1	1	1	1	—
18. Tripura	15	7	—	—	1	1	1	1	1	1	1	1	—
19. N.E.F.A.	60	15	—	—	2	—	2	5	5	6	6	7	12
20. Pondicherry	3½	3	—	—	½	—	—	—	—	—	—	—	—
21. Andaman Nicobar Islands	5	2	—	—	—	—	—	—	—	1	1	1	—
22. N.H.T.A.	12*	7	—	—	2	—	2	—	1	—	—	—	—
TOTAL ..	5216½	2405	137	145	202½	198	251	252	303	303	404	405	211

*These figures are provisional and subject to marginal adjustments. The expectation is that the whole of rural India will be covered by about 5,005 blocks. The actual number of blocks already allotted plus the number of blocks yet to be allotted, as indicated in the above statement works out to 5,005 for the whole of the country, though the number as reported by States in Col. 2 is 5,216. The actual difference, after final delimitation has been made, will be adjusted in the Third Plan Period.

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(Enclosure to Annexure I)

STATEMENT III

Estimated Expenditure on Community Development & National Extension Service Programme during Second Five Year Plan.

SUMMARY STATEMENT

	Expenditure (Rs. crores)
1. Community Development & 1st Stage Blocks ..	191·91 (*vide* Statement IV)
2. Post-Intensive Blocks (II Stage)	21·02 (*vide* Statement VI).
3. Central Schemes (existing provision for training schemes & special schemes)	7·50
4. Total expenditure during the Second Plan Period (1+2+3)	220·43
5. Less 10% efficiency cut	22·04
6. Net provision required in the Second Five Year Plan	198·39 or 200 (rounded)

NOTE—These calculations are provisional, and subject to adjustments, but it is estimated that the overall expenditure during the Second Five Year Plan, will be within the approved ceiling of Rs. 200 crores.

(*Enclosure to Annexure I*)

STATEMENT IV

Statement indicating Estimated Expenditure during the Second Five Year Plan

	No. of Blocks (1)	Period falling during Second Plan (2)	Expenditure (in crores of Rs). (3)	
Blocks taken up in the First Five Year Plan				
1. 1952-53 & 1953-54 C. D.	258	1 year	9·54	Figures in col. 3 have been arrived at on the basis indicated in Statement V.
2. 1955-56 C. D. ..	152	2 years	11·40	
3. 1956-57 C. D.—				
(*a*) April, 1956 Blocks ..	186	3 years	16·74	
(*b*) October, 1956 Blocks	64	½ year N.E.S. +3 years C.D.	6·19	
4. 1957-58 C.D.—				
(*a*) April, 1957 Blocks ..	57	1 year N. E. S. +3 years C.D.	4·87	
(*b*) October, 1957 Blocks	90	1½ years N.E.S. +3 years C. D.	8·30	
5. 1954-55 N. E.S. ..	20	3½ years	1·26	
6. 1955-56 N.E.S. ..	187	4 years	14·36	
Blocks taken up in the Second Five Year Plan				
7. Multipurpose Blocks ..	42	4 years	3·23	
8. 1956-57 N.E.S.—				
(*a*) April, 1956 ..	184	5 years	22·08	
(*b*) October, 1956 ..	311	4½ years	30·23	
9. 1957-58 N.E.S.—				
(*a*) April, 1957 ..	334	4 years	25·65	
(*b*) October, 1957 ..	265	3½ years	16·70	
10. 1958-59 Blocks, Stage I April, 1958	200	3 years	10·08	
11. 1959-60 Blocks, Stage I				
(*a*) April, 1959 ..	150	2 years	4·32	
(*b*) October, 1959 ..	150	1½ years	2·97	
12. 1960-61 Blocks, Stage I				
(*a*) April, 1960 ..	200	1 year	2·40	
(*b*) October, 1960 ..	200	½ year	0·96	
	3,050		191·28	
Add cost of Pre-Extension programme ..		..	0·63	
TOTAL ..			191·91	

NOTE—The existing assumption that one-fourth of the staff as per NES pattern already exists, and that the 'Committed expenditure' amounting to about Rs. 1 lakh for 3 years for a Block, could be met from sources outside the schematic-budget, have been accepted by the COPP Team and taken into account in the above calculations.

(*Enclosure to Annexure I*)

Statement V

Statement indicating the basis of calculating expenditure shown in column 3 of Statement IV

Item 1—This indicates the actual expenditure incurred during 1956-57.

Item 2—90 per cent of the *pro rata* expenditure for 2 years on the basis of Rs. 12½ lakhs for 3 years per block.

Item 3—(*a*) 90 per cent of the target expenditure on the basis of Rs. 10 lakhs for 3 years per block.

(*b*) 90 per cent of the target expenditure on the basis of (*i*) Rs. 10 lakhs for 3 years per CD Block; and (*ii*) 3/4 lakh for 6 months (*pro rata* on basis of Rs. 4½ lakhs for 3 years) for one National Extension Service Block.

Item 4—(*a*) 90 per cent of the target expenditure on the basis of (*i*) Rs. 8 lakhs for 3 years per C.D. Block and (*ii*) Rs. 3/2 lakhs for 1 year (*pro rata* on basis of Rs. 4½ lakhs for 3 years) per National Extension Service Block.

(*b*) 90 per cent of the target expenditure on the basis ot (*i*) Rs. 8 lakhs for 3 years for CD Block and (*ii*) Rs. 9/4 lakhs for 1½ years (*pro rata* on basis of Rs. 4½ lakhs for 3 years) per National Extension Service Block.

Item 7—80 per cent of *pro rata* target @ Rs. 12 lakhs per Multi-purpose Block for 5 years.

Items 5, 6 and 8 to 12. Calculations are based on a ceiling expenditure of Rs. 12 lakhs for a five-year period for a National Extension Service Block and for a Block in Stage I.

Estimated percentage of 'pro-rata' *target expenditure expected to be incurred in the Blocks in the First Stage.*

Period of operation of the Blocks falling during Second Plan (1)	Percentage of '*pro rata*' target expenditure expected to be incurred (2)	Amount to be expended for the period. (Rs. in lakhs) (3)
1/2 year	40	0·48
1 year	50	1·20
1½ years	55	—
2 years	60	1·68
2½ years	65	—
3 years	70	2·16
3½ years	75	—
4 years	80	2·64
4½ years	90	—
5 years	100	4·32

(*Enclosure to Annexure I*)

STATEMENT VI

Statement indicating estimated expenditure on Post-Intensive Blocks (Second Stage) @ Rs. 5 lakhs for 5 years on a pro rata *basis*

Series (1)	No. of Blocks (2)	Period falling during Second Plan (3)	Expenditure (Rs. crores) (4)
1. 1952-53 and 1953-54	258	4 years	8·59
2. 1955-56 Community Development	152	3 years	4·56
3. 1956-57 Community Development:			
(*a*) April, 1956 Blocks	186	2 years	3·72
(*b*) October, 1956 Blocks	64	1½ years	0·96
4. 1957-58 Community Development:			
(*a*) April, 1957 Blocks	57	1 year	0·57
(*b*) October, 1957 Blocks	90	½ year	0·45
5. 1954-55 N.E.S.	20	1½ years	0·30
6. 1955-56 N.E.S.	187	1 year	1·87
	TOTAL	..	21·02

ANNEXURE II

Schematic Budgets for a Development Block during the First and Second Stages

The salient features of these Schematic budgets are as follows :

(*A*) FIRST STAGE BUDGET

The period of operation of a Block during the First Stage and the ceiling for over-all expenditure during that stage are 5 years and Rs. 12 lakhs respectively instead of 6 years and Rs. 15 lakhs respectively as recommended by the COPP Team. The Schematic budget has been framed generally on the lines of the schematic pattern for a Community Development Block of the Second Plan period with the following modifications :—

(*i*) As dollar assistance is no longer available, columns 3 & 4 of the original schematic budget have been deleted.

(*ii*) In accordance with the decision to provide one Jeep for each Development Block for the use of the Extension Staff, provision for 'Transport' has been reduced from Rs. 45,000/- on account of 3 Jeeps to Rs. 15,000/-.

(*iii*) The staffing pattern as shown in Annexure V to the COPP Team's Report (Vol. I) has generally been adopted with the following modifications :—

(*a*) Provision for the following additional staff has been made :—

1 Extension Officer for Panchayats @ Rs 200 p.m.

1 S.E.O. (Woman) @ Rs. 200 p.m.

2 Gram Sevikas @ Rs. 100 p.m. each.

1 Jeep Driver plus maintenance charges of the Jeep @ Rs. 300 p.m.

(*b*) Provision for only 10 Gram Sevaks per block as per existing pattern has been made in the light of the Central Committee's conclusion reproduced below :—

"*Section* 5—*Increase in the number of Gram Sevaks from* 10—20 *per block.*

After discussion, it was agreed that there should be no rigid requirement that every block must have 20 Village Level Workers. The number may have to vary according to requirements and conditions in blocks. State Governments should be requested to examine the administrative and financial aspects of such increase. Planning Minister, Bombay stated that there would not be sufficient work for the number of Village Level Workers proposed by the Team".

(*c*) The rates of pay of ministerial staff *viz*. Accountant-*cum*-Store-Keeper, Senior Clerk, Cashier and Typist have been adjusted to bring them on par with the rates generally in force in the States.

(*d*) Provision for T.A. and recurring expenditure on contingencies etc., has also been increased from Rs. 600 p.m. as indicated by the COPP Team in the staffing pattern to Rs. 1,000 p.m. due to inclusion of additional staff in the staffing pattern and provision for some conveyance allowance to field workers.

On this basis the total expenditure on staff chargeable to block funds now works out to about Rs. 2.60 lakhs as against Rs. 2 lakhs provided in the existing Rs. 12 lakhs schematic budget of a C.D. Block, involving additional expenditure of Rs. 60,000. After taking into account the reduction of Rs. 30,000 in the non-loan provision under 'Transport', *vide* (*ii*) above, the net increase in the provision under the head 'Block Headquarters' comes to Rs. 30,000.

(*iv*) Provisions under certain programme heads have been revised in the light of past experience. The provision under "Animal Husbandry and Agricultural Extension' and 'Rural Arts, Crafts and Industries' has been increased by Rs. 40,000 and Rs. 15,000 respectively, in view of the high priority accorded to productive schemes including increased agricultural production, in the Second Plan.

The increase in the provision under 'Block Headquarters', 'Animal Husbandry & Agricultural Extension' and 'Rural Arts, Crafts & Industries' amounting to Rs. 85,000 referred to in (*iii*) & (*iv*) above is proposed to be met by suitable reduction in the provision under certain other heads namely 'Irrigation & Reclamation', 'Education' & 'Communications'. The revised provision under the latter heads thus stands at Rs. 3·40 lakhs, Rs. 60,000 and Rs. 85,000 as shown in the schematic budget against the existing provision of Rs. 4·0 lakhs, Rs. 70,000 and Rs 1.0 lakh respectively.

(*B*) SECOND STAGE BUDGET

The period of operation of a Block during the Second Stage and the ceiling for overall expenditure during that stage have been taken as 5 years and Rs. 5·00 lakhs respectively, instead of 6 years and Rs. 5.50 lakhs respectively, as recommended by the COPP Team. The draft schematic budget has been framed generally on the basis of the schematic pattern shown in Annexure VI to the COPP Team's Report (Vol. I) with the following modifications :—

(*i*) Provision for staff has been increased from Rs. 50,000 based on the staffing pattern indicated in Annexure V *ibid* to Rs. 70,000. The increase is mainly due to inclu-

sion of the additional staff and other extra-expenditure referred to in (*A*) (*iii*) above which is also considered necessary during the Second Stage. Provision for T.A. and recurring expenditure on contingencies etc. has, however, been reduced from Rs. 1,000 p.m. as shown in the staffing pattern for Stage I Block referred to in (*A*) (*iii*) (*d*) above to Rs. 900 p.m. in view of the fact that a part of the staff employed during the First Stage such as Medical Officer, Sanitary Inspector and Lady Health Visitor etc. will be taken over by the Department concerned of the State Government, *vide* para. 3.11 of Section 3 of Vol. I of the Report. In short, the staffing pattern in Stage II will be the *permanent* staffing pattern.

(*ii*) Additional provision of Rs. 15,000/- for 1 Jeep has been made in the schematic budget, as it is felt that the Jeep provided for the Block during the First Stage may not remain serviceable during the Second Stage.

(*iii*) The provision under the Head 'Animal Husbandry and Agricultural Extension' has been increased from Rs. 40,000 to Rs. 50,000 in view of the emphasis on increased agricultural production.

(*iv*) Additional provision of Rs. 30,000/- for Rural Housing has been made in the schematic budget.

(*v*) The reduction in the overall amount of the schematic budget from Rs. 5·50 lakhs to Rs. 5·0 lakhs as well as additional provision for (*a*) 'Personnel' and (*b*) 'Transport' under 'Block Headquarters' and for Rural Housing and the increased provision under 'Animal Husbandry and Agricultural Extension' as indicated above has necessitated some reduction in the provision under certain other heads namely 'Irrigation and Reclamation', 'Health and Rural Sanitation', 'Social Education' and 'Communications'. The provision under the latter heads, after necessary reduction thus stands at Rs. 85,000, 50,000, 50,000 and 50,000 as against Rs. 1 lakh, 75,000, 60,000 and 1.25 lakhs respectively, recommended by the COPP Team. The reduction in the provision under these heads seems justified owing to the reduction of the period of operation of the block in the Second Stage from six years to five years.

(*C*) Pooling of Expenditure on 'Block Headquarters' in the blocks for the State as a whole

In amplification of the decision for pooling the expenditure on "Staff" in the blocks, it has been decided to allow pooling of the entire provision of Rs. 3.15 lakhs and Rs. 0.85 lakh under 'Block

Headquarters' respectively in the Schematic Budgets of Stages I & II Blocks, for the State as a whole.

2. However, the pooled provision for any one of the sub-heads as specified under the head 'Block Headquarters' in the respective schematic budgets should not be utilised for purposes other than those for which they are intended and the State Government should also ensure that the normal development programme of an individual block is not affected by such pooling.

[*Vide* Ministry of Community Development Circular No. 1(1)/XIX/Bd./58 dated 6-2-59.]

(*D*) POOLING OF PROVISION FOR STAFF QUARTERS UNDER RURAL HOUSING FOR THE STATE AS A WHOLE

It has since been decided to allow pooling of the provision for 'Housing for Project Staff and Rural Housing' of Rs. 1 lakh in Stage I for the State as a whole. Any savings, over and above the expenditure on staff quarters in Stage I Blocks, may be utilised for the construction of quarters in Stage II Blocks created as a result of unweildy blocks.

Any other savings out of this pooled amount should be spent in furthering the programme of Rural Housing.

[*Vide* Ministry of Community Development Circular No. 65 (49)/Bd./58 dated 13-5-59].

SCHEMATIC BUDGET FOR A DEVELOPMENT BLOCK DURING THE FIRST STAGE WITH A CEILING OF RS. 12.00 LAKHS.

Estimated Expenditure on a Development Block for a period of five years.

(This Budget is only intended as a guide and is to be adjusted according to local conditions).

(Figures in lakhs of Rs.)

Heads (1)	Total (2)	Recurring (3)	Non-recurring (4)	Loan (5)	Other than loan (6)
I. BLOCK HEADQUARTERS—					
(*a*) Personnel (Details in Appendix I)	2·60	2·60	—	—	2·60
(*b*) Transport (I Jeep)	0·15	—	0·15	—	0·15
(*c*) Office equipment, furniture etc.	0·15	—	0·15	—	0·15
(*d*) Project Office, Seed Store, Information Centre etc.	0·25	—	0·25	—	0·25
TOTAL	3·15	2·60	0·55	—	3·15
II.—AGRICULTURE AND ANIMAL HUSBANDRY—EXTENSION METHODS, AND DEMONSTRATION OF IMPROVED PRACTICES, INCLUDING EQUIPMENT	0·50	—	0·50	—	0·50
III.—IRRIGATION } IV.—RECLAMATION (INCLUDING SOIL CONSERVATION, CONTOUR BUNDING ETC.) }	3·40	—	3·40	3·00	0·40
V.—HEALTH AND RURAL SANITATION—					
(1) (*a*) Dispensary—recurring expenditure	0·20	0·20	—	—	0·20
(*b*) Dispensary building	0·10	—	0·10	—	0·10
(*c*) Dispensary equipment	0·10	—	0·10	—	0·10
(2) Drinking water supply	0·50	—	0·50	—	0·50
(3) Drainage and Sanitation	0·25	—	0·25	—	0·25
TOTAL	1·15	0·20	0·95	—	1·15

SCHEMATIC BUDGET FOR A DEVELOPMENT BLOCK DURING THE FIRST STAGE WITH A CEILING OF RS. 12.00 LAKHS—*Continued*

(1)	(2)	(3)	(4)	(5)	(6)
VI —EDUCATION	0·60	0·15	0·45	—	0·60
VII —SOCIAL EDUCATION (INCLUDING AUDIO-VISUAL AIDS AND WOMEN, YOUTH AND CHILDREN'S PROGRAMME)	0·70	0·40	0·30	—	0·70
VIII —COMMUNICATIONS	0·85	—	0·85	—	0·85
IX —RURAL ARTS, CRAFTS AND INDUSTRIES	0·65	0·25	0·40	—	0·65
X —HOUSING FOR PROJECT STAFF AND RURAL HOUSING	1·00	—	1·00	1·00	—
GRAND TOTAL ..	12·00	3·60	8·40	4·00	8·00

ANALYSIS OF COST :—

(*i*) Cost of one Development Block .. .. Rs. 12·00 lakhs.

(*ii*) Share of Centre : 75% of Non-recurring non-loan expenditure, 50% of recurring expenditure plus Rs. 4·00 lakhs loan .. Rs. 9·10 lakhs

(*iii*) Share of State Government .. .. Rs. 2·90 lakhs.

N. B.—For details of the Programme under different Heads please see Appendix at the end.

Appendix I

Staffing Pattern for a Development Block during the First Stage

Particulars of Staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
(1)	(2)	(3)
	Rs.	Rs.
1 Block Development Officer	300	18,000
8 Extension Officers *viz.*, 1 each for Agriculture, Animal Husbandry*, Cooperation, Panchayats, Rural Industries and Rural Engineering (Overseer). Social Education and Programme for Women and Children. [The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce and Industry and State Governments on the basis of 50:50. The sanction to this post will be automatic, as part of the sanction for the entire staffing pattern, with the allotment of blocks]	200 each	84,000
10 Gram Sevaks	100 each	60,000
2 Gram Sevikas	100 each	12,000
1 Progress Assistant	125	7,500
1 Accountant-*cum*-store-keeper	150	9,000
1 Senior Clerk	125	7,500
1 Cashier	100	6,000
1 Typist	75	4,500
4 Class IV Servants	50 each	12,000
2 Stockmen (Veterinary)	90 each	10,800
2 Messengers (Veterinary)	50 each	6,000
1 Medical Officer	300	18,000
1 Compounder	100	6,000
1 Sanitary Inspector	125	7,500
1 Lady Health Visitor	150	9,000
4 Midwives	90 each	21,600
2 Sweepers	50 each	6,000
Maintenance of Jeep, including pay of driver, T.A. and recurring expenditure on petrol, stationery, postage, contingencies etc., (including conveyance allowance for field workers).	300 1,000	18,000 60,000
TOTAL		3,83,400
Deduct—cost of staff assumed to exist already @ Rs. 11,263 per annum**		(—)56,300
		3,27,100
Less—committed expenditure on Staff on old NES pattern during the last 2 years of the First Stage of the Development Block, which is to be shared between the Centre and the States on 50 : 50 basis but is not to be treated as development expenditure (@ Rs. 1 lakh for 3 years)		(—)66,700
Net expenditure chargeable to Block Budget	SAY	2,60,400 2·60 lakhs

*The Animal Husbandry Extension Officer should be in addition to the veterinary doctor at the dispensary.

**The cost of staff assumed to exist works out to only about 19% of the cost of the staff on the permanent staffing pattern prescribed for the Second Stage as against 25% of the cost of staff on the old NES staffing pattern.

Schematic Budget for a Development Block During the Second Stage of Five Years with a Ceiling of Rs. 5 Lakhs

(Figures in lakhs of rupees)

Heads (1)	Total (2)	Recurring (3)	Non-recurring (4)	Loan (5)	Other than—loan (6)
I. Block Headquarters—					
(a) Personnel (Details in Appendix I)	0·70	0·70	—	—	0·70
(b) Transport (1 Jeep)	0·15	—	0·15	—	0·15
Total	0·85	0·70	0·15	—	0·85
II. Animal Husbandry and Agricultural Extension	0·50	—	0·50	—	0·50
III. Irrigation	0·85	—	0·85	0·75	0·10
IV. Reclamation V. Health and Rural Sanitation	0·50	—	0·50	—	0·50
VI. Education	0·50	—	0·50	—	0·50
VII. Social Education (including Audio-Visual Aids)	0·50	0·35	0·15	—	0·50
VIII. Communications	0·50	—	0·50	—	0·50
IX. Rural Arts, Crafts and Industries	0·50	0·10	0·40	—	0·50
X. Rural Housing	0·30	—	0·30	0·30	—
Grand Total	5·00	1·15	3·85	1·05	3·95

Analysis of Cost:—

(i) Cost of one Second Stage Block for 5 years .. .. Rs. 5 lakhs.

(ii) Share of Centre : 50% of recurring expenditure 75% of non-recurring expenditure and 100% of loans .. .. Rs. 3·73 lakhs.

(iii) Share of State Government : 50% of recurring expenditure and 25% of non-recurring expenditure .. .. Rs. 1·27 lakhs.

N.B.—or details of the Programme under different Heads please see Appendix at the end.

APPENDIX I

Staffing Pattern for a Development Block during the Second Stage

Particulars of Staff (1)	Estimated cost per month inclusive of dearness allowance (2)	Cost for 5 years (3)
	Rs.	Rs.
1 Block Development Officer	300	18,000
8 Extension Officers *viz.*, 1 each for Agriculture, Animal Husbandry*, Cooperation, Panchayats, Rural Industries and Rural Engineering (Overseer), Social Education, and Programme for Women and Children ..	200 each	84,000
[The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce and Industry and State Governments on the basis of 50 : 50. The sanction to this post will be automatic as part of the sanction for the entire staffing pattern, with the allotment of a block]		
10 Gram Sevaks	100 each	60,000
2 Gram Sevikas	100 each	12,000
1 Progress Assistant	125	7,500
1 Accountant-*cum*-Store-keeper	150	9,000
1 Senior Clerk	125	7,500
1 Cashier	100	6,000
1 Typist	75	4,500
4 Class IV Servants	50 each	12,000
Maintenance of Jeep including pay of driver	300	18,000
T.A. & recurring expenditure on petrol, stationery, postage, contingencies etc., (including conveyance allowance for field workers)	900	54,000
TOTAL ..		2,92,500
Deduct—cost of staff assumed to exist already at the rate of Rs. 11,263 per annum**		(—)56,300
		2,36,200
Less—committed expenditure on staff on old NES pattern during the entire period of the Second Stage of the Development Blocks which is to be shared between the Centre and the States on 50 : 50 basis but is not to be treated as development expenditure (@ Rs. 1 lakh for 3 years)		(—)1,66,700
Net expenditure chargeable to Block Budget		69,500
Say		70,000

*The Animal Husbandry Extension Officer should be in addition to the veterinary doctor at the dispensary.

**The cost of the staff assumed to exist works out to only about 19% of the cost of the staff on the permanent staffing pattern for the Second Stage shown above as against 25% of the cost of staff on old NES pattern.

Annexure III

Comparative Statement indicating over-all ceiling of expenditure on CD & NES Programme for each State during the Second plan period as had been recommended by the Ministry of Community Development to the Planning Commission earlier on the basis of the approved programme in the Pink Pamphlet and the estimated expenditure on account of the revised programme as ascertained from State Governments.

(Figures in lakhs of Rs.)

Sl. No.	Name of the State	As in the Pink Pamphlet (after allowing for efficiency cut @8.5%)	As furnished by the State Governments according to revised phasing (after allowing for efficiency cut @10%)	As checked and amended by the Ministry of Community Development (after allowing for efficiency cut @10%)	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1.	Andhra Pradesh	1710·13	2442·94§	1711·67	*Including new Autonomous Unit Naga Hills.
2.	Assam*	616·33	606·22	607·81	
3.	Bihar	2145·03	2017·00	2184·05	
4.	Bombay	2407·63	1999·48	2007·15	
5.	Kerala	494·17	561·06	562·65	
6.	Madhya Pradesh	1690·38	1805·99†	1805·58	†These figures have been worked out by the Ministry of Community Development, as the State Govts. have not yet furnished the requisite information.
7.	Madras	1197·11	1367·72	1174·54	
8.	Mysore	884·54	1002·94†	1002·66	
9.	Orissa	1047·18	1365·52	1097·59	
10.	Punjab	915·89	990·39	992·41	
11.	Rajasthan	876·70	997·57	999·83	
12.	Uttar Pradesh	3311·64	3311·64	3143·85	
13.	West Bengal	1276·10	1265·54	1269·83	
14.	Jammu & Kashmir	367·56	325·10†	325·10	§This figure has not been worked out by the State Govt. on the basis indicated by the Ministry of Community Development.
15.	Delhi	30·69	38·23	38·23	
16.	Himachal Pradesh	149·19	146·99	146·96	
17.	Manipur	57·86	50·50	50·73	
18.	Tripura	55·82	67·47	58·16	
19.	A. & N. Islands	11·59	12·24	6·91	
20.	Pondicherry	23·72	23·33	23·33	
21.	N. E. F. A.*	54·46	55·79	55·76	
	Total	19323·72	20453·66	19264·80	
SAY		193·24 crores	204·54 crores	192·65 crores	
Central Schemes		6·87 crores (after allowing for efficiency cut at 8·5%)	6·75 crores (after allowing for efficiency cut at 10%)	6·75 crores after allowing for efficiency cut at 10%)	
Grand Total		200·11 crores	211·29 crores	199·40 crores	
SAY		200 crores	211 crores	200 crores	

ANNEXURE IV

Schematic Budget for the Pre-extension period for each Block for one year.

	Estimated Cost
I. *Personnel—*	Rs.
One Block Development Officer @ Rs. 300 p.m.	3,600
One Agricultural Extension Officer @ Rs. 200 p.m.	2,400
Five Gram Sevaks @ Rs. 100 p.m.	6,000
One office clerk-typist @ Rs. 75 p.m.	900
One class IV servant @ Rs. 50 p.m.	600
Office furniture & fitting including one type-writer	1,500
Rent for office @ Rs. 50 p.m.	600
T.A. for staff and contingencies @ Rs. 100 p.m.	1,200
II. *Lumpsum provision for Agricultural demonstrations etc.* ..	2,000
TOTAL	18,800

As the amount involved is small, it should be met from the Block Budget itself, in the same manner in which preliminary expenditure up to a ceiling of Rs. 10,000 per block was met in respect of NES Blocks which were allotted from time to time. In view of the increased provision of Rs. 2·6 lakhs for 'Personnel' and Rs. 50,000 for 'Agriculture', this should be easily possible.

I. 2. SPECIAL MULTIPURPOSE BLOCKS

No. 108(25)/57-PRG

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

9, *Jor Bagh*,
New Delhi-3, *March* 27, 1957.

To

The Development Commissioners,
Andhra, Assam, Bihar, Bombay, Orissa,
Madhya Pradesh, Rajasthan, Manipur and Tripura.

SUBJECT—*Community Development and N.E.S. Programme Special Multi-purpose Community Development Blocks for Tribal and Scheduled Areas.*

SIR,

As State Governments are aware, the development programme for the special multi-purpose projects to be taken up in the Tribal and Scheduled areas and financed jointly by the Ministries of Home Affairs and Community Development was considered at the fifth Development Commissioners' Conference held at Nainital in May, 1956. A schematic budget costing in the aggregate Rs. 27 lakhs (Rs. 15 lakhs to be provided by the Ministry of Home Affairs and Rs. 12 lakhs by the Ministry of Community Development) was recommended by the Sub-committee appointed for the purpose. A copy of the budget has been appended to the Main Recommendations and Conclusions of the Conference, which were forwarded to the State Governments *vide* this office letter No. CPA/21(4)/P/56 dated June 9, 1956.

2. The pattern of development and the allocation of expenditure under the various heads of the programme in the integrated schematic budget, as also its break-up, under 'loan' and 'other than loan' has been carefully considered. It has been decided that, in order to facilitate the acceleration of the development programme in these areas, these blocks would be allocated from the very start a budget for the total amount of Rs. 27 lakhs instead of limiting the expenditure to the schematic budget for N.E.S. Blocks in the early stages. These blocks would not require conversion into C.D. Blocks at a later stage but would be treated as intensive development blocks from the very beginning and will be adjusted against the over-all quota of community development blocks provided for in the programme for the Second Plan period. They would be called special multi-purpose blocks and their number will be adjusted against the allotment of N.E.S. Blocks made to the States for 1956-57 and 1957-58, if not

already done. A copy of the approved schematic budget it attached. Salient points are briefly indicated in the following paragraphs :—

(*i*) These blocks will run for a period of five years.

(*ii*) The size of the block, its population coverage and the pattern of staffing and development will be in accordance with the recommendations of the Sub-committee of the fifth Development Commissioners' Conference.

(*iii*) The State Governments are authorised to tarnsfer amounts from one head to another in the same block in any manner they consider necessary in the interest of the real needs of a block. One of the main objects should be to wean away the tribal people from the practice of shifting cultivation and to induce and enable them to take to settled cultivation with that end in view. Terracing, irrigation, agriculture, horticulture, housing, drinking water facilities, communications, education, medical and public health needs and arts and crafts would need special attention.

(*iv*) With a view to ensure effective and expeditious implementation of the programme, State Governments will draw up an integrated and unified programme of development within the prescribed ceiling of Rs. 27 lakhs. Certified statements of expenditure will be furnished showing the expenditure incurred from the common budget of Rs. 27 lakhs. The expenditure statements will be prepared for every half year ending 30th September and 31st March in the proforma applicable to the Community Development Blocks and forwarded so as to reach this Ministry by the end of the second month following the half year to which they relate.

(*v*) Barring the loan items amounting to Rs. 4.5 lakhs which will be exclusively financed by this Ministry, the entire expenditure on 'other than loan' items will be accounted for in the ratio of 1 : 2 between this Ministry and the Ministry of Home Affairs, with the following exceptions :—

(*a*) Out of the expenditure ceiling of Rs. 4.5 lakhs under the head 'personnel' in the schematic budget, this Ministry's contribution will be limited to Rs. 2 lakhs for the full period of operation of the project *viz.* 5 years, and the balance of Rs. 2.5 lakhs will be provided by the Ministry of Home Affairs.

(*b*) The entire provision of Rs. 2.5 lakhs for 'rural housing' will be contributed by the Ministry of Home Affairs as grants-in-aid.

(*c*) The entire provision of Rs. 30,000/- for project office building, seed store and information centre will be contributed by this Ministry as grants-in-aid.

(*d*) The loan provision of Rs. 1 lakh for 'housing for project staff and rural housing' as in the schematic budget of a Community Development Block will be utilized for staff quarters as indicated under item 1(*e*) of the revised schematic budget of the special multi-purpose project.

(*vi*) Amounts allotted by the Ministry of Home Affairs during the current financial year should be adjusted against the integrated schematic budget according to the actual expenditure that may be incurred by State Governments on the respective items.

(*vii*) Although the full strength of staff is being provided in the integrated schematic budget from the very start, it is expected that the staff actually employed would not exceed the requirements of the blocks at any stage.

(*viii*) The total amount payable by the Ministry of Community Development will not exceed the expenditure ceilings under 'loan' and 'other than loan' as laid down in the schematic budget of the Community Development Block.

3. It is requested that State Governments may now proceed with the formulation of programmes and budget estimates for the special development blocks in the light of the foregoing remarks, and furnish copies thereof to this Ministry and the Ministry of Home Affairs for information and comments, if any, at a very early date. It is hoped that work has already commenced in these blocks. Since a much bigger budget is being given for these special multi-purpose Community Development Blocks and they are being sanctioned as C.D. Blocks right from the beginning, steps have to be taken to ensure that the rate of progress is adequate from the beginning and that the entire allotment is spent within the specified period.

This circular is being issued in concurrence with the Ministry of Home Affairs.

Yours faithfully,

(Sd.) A. Mobin

Deputy Secretary to the Govt. of India.

ESTIMATED EXPENDITURE ON A SPECIAL MULTI-PURPOSE PROJECT FOR A PERIOD OF FIVE YEARS.

(This pattern is for guidance only and may be varied to suit local conditions so long as the ceilings under 'loan' and 'other than loan' are not exceeded).

(Figures in lakhs of Rupees)

Heads	Total	Dollar	Rupees	Loan	Other than loan
I. *Project Headquarters—*					
(*a*) Personnel*	4·50	—	4·50	—	4·50
(*b*) Transport etc.,(3 Jeeps and a Mobile Health van) ..	1·00	0·24	0·76	—	1·00
(*c*) Office equipment, furniture etc.	0·20	—	0·20	—	0·20
(*d*) Project Office, Seeds store and Information Centre	0·30	—	0·30	—	0·30
(*e*) Staff quarters	1·00	—	1·00	1·00	—
II. *Animal Husbandry & Agricultural Extension.* (including demonstration equipment, key villages poultry development, etc.,)	1·50	0·03	1·47	—	1·50
III. *Irrigation, Reclamation and Soil Conservation.* (including incentives for settled cultivation)	4·00	—	4·00	3·50	0·50
IV. *Health and Rural Sanitation* (including drinking water supply)	2·00	—	2·00	—	2·00
V. *Education*	0·75	—	0·75	—	0·75
VI. *Social Education*	0·75	0·16	0·59	—	0·75
VII. *Communications* ..	4·00	—	4·00	—	4·00
VIII. *Rural Arts and Crafts* ..	2·00	—	2·00	—	2·00
IX. *Cooperation* .. .. (including grain golas, debt redemption, etc.,)	2·00	—	2·00	—	2·00
X. *Rural Housing*	2·50	—	2·50	—	2·50
XI. *Miscellaneous* (including survey, research, etc.,)	0·50	—	0·50	—	0·50
TOTAL ..	27·00	0·43	26·57	4·50	22·50

*Details of Personnel are given on the next page.

The Personnel will consist of :—

(*i*) the staff provided in a normal C.D. Block budget (but for 5 years) Rs. 3·35 lakhs

Plus

(*ii*) the additional personnel indicated below .. .. .. Rs. 0·97 lakh

1 Assistant Engineer	@Rs. 300 p. m.	
1 Engineering Overseer	@Rs. 200 p. m.	
1 Medical Officer	@Rs. 300 p. m.	(For Mobile Health Unit
1 Compounder	@Rs. 100 p. m.	
2 Mid-wives	@Rs. 90 p. m. each	
1 Extension Officer (Soil Conservation)	@Rs. 200 p.m.	
1 Head Clerk	@Rs. 150 p.m.	
2 Class IV employees	@Rs. 50 p. m. each	
1 Driver	@Rs. 90 p.m.	
TOTAL	Rs. 1,620 p. m.×12×5	

(*iii*) T. A., recurring expenditure such as petrol, stationery, postage, contingencies, etc. etc., Rs. 300 p. m. .. .. .. Rs. 0·18 lakh

TOTAL .. .. Rs. 4·50 lakhs.

I. 3. REVISED NEFA PATTERN

Revised budgetary ceilings of NEFA Type Blocks as indicated below have been agreed to :—

	Period	Cost Rs.
(a) Pre-extension Blocks	One year	19,800
(b) Stage I Blocks	Five years	5·30 lakhs
(c) Stage II Blocks	Five years	3·30 lakhs

Details of the revised budgetary pattern and staff are given below :—

1. The pre-extension activity will be of one years' duration.

2. Stage I will be of 5 years' duration, after which there will be stage II phase for the same block of 5 years' duration.

3. The following staff is to be provided for the pre-extension period in a NEFA Type Block :—

(i) Block Development Officer ..	One	APO/BS will function as the *ex-officio* BDO.
(ii) Extension Officer (Agri.) ..	One	(No separate post will be sanctioned. The AI in the Block area would function as such).
(iii) Village Level Worker	Four	(This will be in addition to those alreadv working in the area which would not be more than 2).
(iv) Lower Division Assistant-*cum*-typist	One	

4. The financial requirement for the above staff would be as follows for pre-extension period in NEFA Type Block.

		Pay (Rs.)	Allowance (Rs.)	Total (Rs.)
(i) V. L. Ws.	4	6,000	1,700	7,700
(ii) L. D-*cum*-typist	1	1,320	393	1,713
				9,413
Add for TA etc.				600
				10,01³
			or say Rs. ..	10,0C0

5. The total requirement of funds would be as follows :—

	Rs
(a) Personnel	10,000
(b) Office equipment etc., ...	1,000
(c) Office contingencies	800
(d) Lump provision for Agricultural Extension work, such as Land Development, supply of seeds, implements and demonstration of improved practices	8,000
	19,800
or say Rs. ..	20,000

General

6. If the period of one year for pre-extension is allowed in addition to the proposed 5 years of the Block period, no additional fund would be required, as this sum of Rs. 20,000 may be conveniently made available from the estimated expenditure for the 5 years Block period (Stage I), as "all the staff will not be in position immediately on the opening of the Block and there is likely to be a saving of about 10% due to this factor. It should be possible to meet the extra expenditure on this staff out of this saving."

STAGE I

Revised Pattern of NEFA Type Block

	Rs.
I. Block Headquarters	
A. Personnel	1,53,000
B. Office Furniture, equipment etc., ...	3,000
C. Office building & Godown	4,000
D. Office Contingencies (Recurring expenditure on Stationery, postage, T.A. for non-official members of Block Advisory Committee) etc.	5,000
Total ..	1,65,000
II. Agriculture and Animal Husbandry	70,000
III. (Minor) Irrigation	30,000
IV. Reclamation (Land Development including soil conservation, contour bunding etc.,)	50,000
V. Health and Rural Sanitation (Drinking Water-Supply, Drainage and Sanitation)	30,000
VI. Education	—
VII. Social Education (Holding of Melas, exhibition, village leaders' training, audio visual aids, conducted visits, improvement of local village institution, women and children welfare etc.,)	15,000
VIII. Communications	80,000
IX. Rural Arts, Crafts & Industries	10,000
X. Housing :	
A. for Block Staff	50,000
B. Rural Housing	30,000
	5,30,000
	or say Rs. 5·30 lakhs.

Revised Staffing Pattern of NEFA Type Blocks

I. Block Head Quarters		*Average Pay*	*Spl. Pay*	*Allowance*		*Total*
Personnel		Rs.	Rs.			
1. Block Development Officer	One	300	125	88	513×12 =	6,156
2. Extension Officer (Animal Husbandry) ..	Two	180	50	54	284×2×12 =	6,816
3. Overseer	One	155	50	50	255×12 =	3,060
4. Village Level Workers ..	Ten	75	50	35	160×10×12 =	19,200
5. Accountant-*cum*-Store Keeper	One	135	50	46	231×12 =	2,772
6. Lower Division Assistant-*cum*-typist ..	One	66	50	34	150×12 =	1,800
7. Peon	One	30	25	31	86×1×12 =	1,032
8. Chowkidar (Veterinary Dispensary)	One	30	25	31	86×12 =	1,032
Total for the year						42,000
Add L.S. for T.A. etc.						1,500
					Rs.	43,500
					Rounded to Rs.	44,000

	Rs.
Requirement for 5 years	2,20,000

Deduct cost of existing staff

1. Block Development Officer in the form of BS/APO	One	67,000
2. Extension Officer (Agri.) in the form A. I. ..	One	
3. Village Level Workers	Two	
		1,53,000

STAGE II

Revised pattern of schematic budget for the second stage of NEFA type block

Staffing pattern

1. It may be assumed that almost all the required roads, irrigation channels will be completed during the First Stage of the Block. Hence, the post of Overseer (E.O., Rural Engineering) will be transferred to Engineering Department from the Block Budget. So also, after intensive operation for 5 years, the intensity of activities will be lesser. Hence, a maximum of 6-8 Village Level Workers will only be retained permanently in the areas. The staff that will be retained during the Stage II is shown below :—

(*i*) BDO	One	in the form of BS/APO.
(*ii*) EO (Agriculture)	One	in the form of Agriculture Inspector
(*iii*) EO (A.H.)	One	
(*iv*) VLWs.	Number to be determined @ one VLW for every 5 (five) villages.	
(*v*) Peon	One	
(*vi*) Chowkidar	One	

Financial Provision

The requirement of funds for the staff would be as follows :—

	Rs.
Net requirement for Stage I as per Appendix 'B'	1,53,000
Deduct amount for Overseer and 2 VLWs	42,000
Net requirement for Stage II ..	1,11,000

2. The overall financial provision would be of the following dimensions :—

I. *Block Headquarters*

	Rs.
(*a*) Personnel	1,11,000
(*b*) Office furniture, equipment etc., ...	1,000
(*c*) Office building etc., ...	2,000
(*d*) Office contingencies	5,000
	1,19,000

	Rs.
II. Agriculture & Animal Husbandry	40,000
III. Irrigation	10,000
IV. Reclamation	20,000
V. Health & Rural Sanitation	10,000
VI. Education	—
VII. Social Education (Mostly improvement of Local Kebangs, Mosups etc.,)	20,000
VIII. Communications (Mostly for repairs and improvement)	40,000
IX. Rural Arts, Crafts and Industries	10,000
X. Housing	
(*a*) Block Staff (Repairs etc.,)	10,000
(*b*) Rural Housing	50,000
TOTAL ..	3,29,000
or say Rs. 3·30 lakhs	

Contents of the programme

3. The activities under the development heads will be as follows :—

Agriculture & Animal Husbandry, Irrigation, Reclamation, Health & Sanitation, Communications	Improvement and follow up rather than initiating new schemes on an extensive scale, so as to stabilise the economy of the Community. This is the most important aspect in the process of development . If scope for any further new schemes still remains that will also be conveniently utilised.
Social Education	Stabilisation of the rural institutions (Kebangs, Mosups etc.,) so as to take over the responsibility of development and other programmes gradually and also other normal activities.
Rural Arts, Crafts & Industries.	More emphasis will be laid on this, so that the economy of the people is further stabilised.
Rural Housing	It is expected that the people will be more enthusiastic and interested to have compact villages with houses under hygienic conditions, hence the provision.

I. 4. PLANNING AND EXECUTION OF SCHEMES THROUGH PANCHAYATS & OTHER VILLAGE INSTITUTIONS

No. 1(1)/XVI/Bd/58

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

Krishi Bhavan,
New Delhi, December 24, 1958.

To

All Development Commissioners

SUBJECT—*Planning & Execution of Schemes through the panchayats and other village Institutions.*

SIR,

The Council of Local-Self Government at its meeting held in October, 1958, emphasised the importance of associating Village Panchayats with the planning and execution of schemes. This policy had already been accepted by the National Development Council, and State Governments were informed in this Ministry's letter No. 1(1)|Bd|58 dated 5-5-1958 [Green Pamphlet, page 3 para 7(1)] that "in every block, from the very beginning, the block organisation and the village organisation should be regarded as basic units for formulating and carrying out different programmes".

2. It is considered that a beginning should now be made towards the achievement of this objective. The schematic budget for a Stage I Block, for instance, may be regarded as forming three distinguishable categories :—

		(Rs. in lakhs
I. Block personnel, transport, office, housing, equipment, and Primary Health Centre.	.. ..	4·55
II. Agriculture, Irrigation, Rural Arts & Crafts	.. .. ..	4·55
III. Items of expenditure which could be treated as "Local Works" *e.g.*		
(*i*) *Non-recurring*—Drinking water supply	.. .. ..	0·50
Drainage & Sanitation	.. .. ..	0·25
Education	.. ..	0·45
Social Education	.. .. ..	0·30
Communications	.. .. ..	0·85
		2·35
(*ii*) *Recurring*— Education & Social Education	.. ..	0·55
TOTAL	..	2·90

(The amount available under category III would be less to the extent of the grant given to the State Social Welfare

Board for the coordinated programme for women and children in those blocks where it has been or will be taken up by the Board).

Expenditure on category II will, to the extent possible, be incurred through the agency of village cooperatives. Expenditure on category III should, hereafter invariably be incurred through the agency of Panchayats and other local institutions, and not through departmental agency. This practice should take effect by 1-4-1959 at the latest. The Block Development Committee should be competent to sanction allotments in regard to schemes in this category to these village institutions, who would be charged with planning and executing the schemes.

3. Similarly, the schematic budget for a Stage II block may also be regarded as forming three distinguishable categories :—

		(Rs. in lakhs)
I. Block personnel, transport and rural housing		1·15
II. Agriculture, Irrigation, Rural Arts and Crafts		1·85
III. Items of expenditure which could be treated as "Local Works" *e.g.*		
(*i*) *Non-recurring*—	Health & Rural Sanitation	0·50
	Education	0·50
	Social Education	0·15
	Communications	0·50
		1·65
(*ii*) *Recurring*—	Social Education	0·35
	TOTAL	2·00

4. The same procedure as prescribed for stage I blocks should be applied to Stage II blocks. In fact, this procedure is in accordance with the one suggested in this Ministry's letter No. CPA/13 (18)/P-56 dated the 26th July, 1956 (Pink Pamphlet pages 21 and 22).

5. The above proposal to charge the Panchayats and other village institutions with the responsibility for planning and executing the "Local Works" part of the schematic budget, with the guidance and approval of the Block Development Committee, was approved by the Central Committee at a recent meeting presided over by the Prime Minister.

6. I shall be grateful if it is now taken up for consideration and early implementation by the State Governments.

The receipt of this letter may kindly be acknowledged.

Yours fairthfully,
(Sd.) B. R. TANDAN
Secretary to the Government of India.

CHAPTER II

PROGRAMME TO SUIT SPECIAL AREAS

The Community Development Programme, as it stands to-day, is the evolutionary outcome of a large number of trials and experiments carried out in the field for many years. Deliberations of a number of conferences and seminars, discussions, on-the-spot studies and cumulative thinking on the part of the States and the Centre, have contributed to the formulation of the programme. Even so, it was never intended to serve as a rigid pattern to be adopted in every area irrespective of varying local conditions. In fact, it was made clear quite some time ago that it was more of a guide for chalking out the programme for each block based on the desires and aspirations of the people and their requirements within the limitations of the schematic budget. In the budget, too, a measure of flexibility was introduced and discretion was given to the States and Block Development Committees to re-appropriate funds and make certain variations to suit the needs of the different areas. In spite of the flexibility of the schematic budget, the discretion given to the States and the fundamental necessity of having programmes related to the actual requirements of the people, the programmes have tended to take a uniform pattern. Much of this uniformity has arisen because there is still lack of adequate consultation with the people while framing the programme. The Minister for Community Development in his monthly letter dated July 16, 1956, had drawn the attention of the States to the necessity of evolving programmes based on the requirements of the individual areas. In a circular letter of this Ministry dated December 21, 1956, it was again stressed that in this vast country with different geographical, climatic, ecological and cultural conditions no uniform pattern of development could be equally effective in the whole of the country and that special problems in different types of areas such as Tribal, Hilly, Humid and Dry areas deserve special treatment and emphasis. Some striking aspects of the different areas were also pointed out so that they could receive special emphasis. The standard pattern, however, has continued to influence our thinking and planning and a time has come when the desirability of having different programmes for special areas can no more be overlooked.

On the basis of physical conditions and special problems the special areas which can be singled out are as follows :—

(*i*) Desert and Dry Areas.

(*ii*) Coastal Areas.

(*iii*) Hilly Areas.

(*iv*) Tribal areas.

(*v*) Blocks near big cities and towns.

Though other divisions of the country are possible it will serve our purpose if we give special treatment to the areas mentioned above. It is also realised that any programme drawn at the Centre can at best be only general and it may again suffer from the defect which is intended to be removed *i.e.* standardisation. The actual pattern for the various physical regions can only be evolved by the State Governments concerned in consultation with the people of these areas. If the programme of the Blocks are really evolved by the people with the assistance of the Block teams, this uniformity could not arise. As a result of the thinking that has been done in the Ministry this paper has been prepared containing some suggestions with a view to promote further thinking and to serve as a basis for the evolution of different programmes suited to the need of different areas. The suggestions are only illustrative and have to be built upon in the light of local needs and resources.

In the field of Education it may obviously be not possible to adopt any distinct classification of areas as the problems are more or less the same all over the country. Some difficulty may also be experienced in relation to Social Education and Women's and Children's programme but a broad outline has been indicated in this paper for drawing up the programmes in these two spheres. The cast might look similar but the contents can be varied by a change in priorities and emphasis on certain items. In the matter of Education, the areas which are more backward should receive special attention. It is not enough merely to open more schools in the backward areas. Owing to poverty and other socio-economic conditions parents are reluctant to send their children to schools. The special programme for education in these areas should, therefore, consist of special inducements and should be integrated with the life of the people. Education in these areas should be built around traditional crafts practised by the people. The co-relation of crafts and letters which is the essence of basic education should form the corner-stone of Education. Grants towards provision of mid-day meals, attendance scholarship, clothes, books and stationery can serve as inducements for increased attendance. Suggestions regarding the contents of the programme for each of the special areas in the fields of Agriculture, Animal Husbandry, Irrigation, Industries, Health, Social Education, and Women and Children's Programme have been made to enable the State Governments to chalk out definite programmes suited to the needs of these areas.

Coastal Areas

(1) Agriculture

(*a*) *Soil conservation*: Most of the coastal areas receive comparatively heavy rainfall and, therefore, special soil conservation measures have to be taken for preventing soil erosion as in the case of hilly areas.

(*b*) Propagation of commercial crops like coconut, arecanut, cashew-nut, pepper, ginger, turmeric, Sea Island Cotton etc. with a view to strengthening the agriculture economy. The programme would involve the distribution of suitable planting material of these crops and introduction of improved methods of cultivation.

(*c*) *Building up of soil fertility* : Non-alluvial coastal soils are heavily leached and have low productivity. These soils, therefore, need regular application of green manures, and/or green leaves plucked from materials planted on the borders of fields. The liming of the soils will form an important item of the programme.

(*d*) The organisation of agricultural marketing societies for marketing the produce from commercial crops and for providing the necessary credit.

(2) Irrigation

Coastal regions generally are areas of heavy rainfall and irrigation is not as important as drainage and reclamation. More funds in such areas can, therefore, be spent on providing suitable embankments with sluices etc., in order to ensure proper drainage and soil conservation.

(3) Animal Husbandry

(*a*) *Poultry Keeping* : The area is well suited for poultry keeping and schemes for developing poultry as private enterprise by providing liberally facilities and incentives for undertaking improved methods of breeding, feeding, management, control of disease and marketing of poultry and eggs should be encouraged.

(*b*) *Cattle Breeding* : The inferior cattle in this area should be upgraded with bulls of well-defined breeds prescribed for the area. For this purpose, artificial insemination should be introduced extensively.

(*c*) *Goat Breeding* : The exuberant vegetation of the Coastal areas is conducive to the keeping and breeding of goats for milk. Goat breeding schemes which should include large scale introduction of stud bucks of Malabar (Surthi) or other milch breeds should be encouraged.

(*d*) *Mineral Supplement* : Owing to the heavy rains and the consequent leaching, there is depletion of minerals from the soils and the crops growing on them in this area with the result that livestock of the region suffer from the ill-effects of mineral deficiencies. This may be overcome by including in the animal feeds, a suitable mineral supplement which may be made locally, the supply of which needs to be subsidised at least in the beginning.

(*e*) *Water treatment of paddy straw* : As rice is the most important crop of the area, paddy straw which is normally innutritious is the chief source of nurishment for the livestock. Chaffing of the straw and soaking it overnight in ordinary water will improve the

nutritive value of the straw and minimise wastage. This should be practised.

(*f*) *Green Fodder* : As it is not customary to grow fodder crops in this region because of the dearth of land and other reasons, cultivation of such fodder trees as *Sesbania grandiflora* as hedge plants, and the conservation of the commonly growing weed Casia Tora as silage should be popularised.

(4) Fisheries

India has a coast line of 2,900 miles along which many fishing villages are scattered. The conditions on the East coast differ vastly from those on the West coast and as such the problems faced by the fishermen on the two coasts are entirely different.

The brackish water lakes and bays and the continental shelf abound in rich sources of fish and shell fish. These vast resources are not properly exploited due to the chronically backward condition of the coastal fishing community. The problem of the coastal fisherman is more of a socio-economic nature. As such the development policy for these coastal fishing villages should be broad based. A few of the programmes of work that are significant to the welfare of these people are highlighted below :—

(*i*) *Fish Culture*

(*a*) Establishing of estuarine and marine fish farms for the culture of *Chanos Chanos* (milk fish) *Etropleas Suratensis* (Pearl spot) and *Mugil Cephalus* (Mullet).

(*b*) Fresh water fish farms for introducing major carps in reservoirs and tanks and propagation of Tilapia in those areas of the West coast which are approved by the Ministry of Food and Agriculture, Government of India.

(*c*) Paddy-*cum*-fish culture with prawns and carps in those areas where there is scope.

(*ii*) *Fish Processing*

(*a*) Provision of small fish curing yards, cleaning platforms, drying racks in fish curing yards.

(*d*) Establishing small ice plants of 1-2 tons capacity and small storage godowns for ice and iced fish.

(*c*) Assistance to fishermen for setting up small units for extraction and manufacture of crude fish oil, fish liver oil, fish meat, fish manure, shell grit, shell lime, Agar-agar etc.

(*d*) Supply of cutting knives, baskets, boxes and gunny bags.

(*e*) Supply of salt at subsidised rates for curing fish.

(iii) *Fish marketing*

(*a*) Godowns for storing dried fish.

(*b*) Approach roads from fish landing places to fishing villages and from fishing villages to main roads. Cost of acquiring land for this purpose should be met by the State.

(*c*) Transport facilities for sending fish to markets.

(iv) *Fishing equipment*

(*a*) Supply of yarn, twine, floats, sinkers, ropes, hooks, tanningbark and other necessities at subsidised rates.

(*b*) Supply of catammaran logs (Var. Melia Composita) and timber for boat making at reasonable rates.

(*c*) Setting up small fish net making units in villages, thus providing part-time employment.

(*d*) Workshops for painting, repairing and maintenance of boats and engines.

(*e*) Supply of sail cloth ropes and bamboo poles.

(*f*) Providing first aid kit to boats that go out into the sea.

(v) *Cooperation*

(*a*) Loan facilities for purchase of equipment, marketing of fish, improvements to housing and discharge of bad debts.

(*b*) Organising supply of fishing requisites and domestic requirements.

(c) Providing insurance facilities against risk of life or accident while at sea.

(vi) *Other amenities*

(*a*) Construction of breakwaters guiding lights and mooring areas for fishing boats.

(5) Cottage and Small Scale Industries

Other industries particularly suitable for these areas will be the following :—

(*a*) Fish traps and basket making.

(*b*) Manufacture of buttons, bangles, curios etc. from sea shells.

(*c*) Manufacture of fish meal and shell grit for poultry and fish manure for plantations.

(*d*) Establishment of straw board factories to utilise surplus rice straw.

(*e*) Manufacture of such specialised improved agricultural implements required for rice cultivation, namely, inter-cultivators, threshers etc.

(*f*) Ambar spinning and utilising of yarn for weaving cloth and also for making fishing nets.

(g) Hand pounding of rice.

(h) Salt manufacture.

(i) Coir mats, ropes etc.

(j) Manufacture of umbrellas.

(6) Health

(a) On account of the high level of the sub soil water soakage, pits have not proved to be very effective in these areas and arrangements will have to be made for adequate drainage. Sandy and humid soils and nearness of the sub-soil water are factors to be taken into consideration while planning for drinking water supply and sanitary latrines. The incidence of Hook-worm infestation is rather common in these areas and as such high priority has to be given to sanitary latrines and urinals.

(b) The question of health education must receive the highest priority, in fact every field worker in these areas should be so trained as to become a potential health educator.

(c) It must be made clear that designs for sanitary latrines and urinals and wells, etc. must be obtained from the Director of Health Services of the State concerned.

(d) In view of the scattered nature of the villages in these areas greater emphasis will have to be laid on the provision of the rural medicine chests, so that ordinary medicines for common ailments are easily available. This would require satisfactory arrangement for refilling of these chests.

(e) Training of untrained women doing domiciliary midwifery in these areas is another problem which should receive high priority.

(7) Women and Children's Programme

It is found that women in these areas, more than in others, have to play the role of a man as well as that of a woman to a great extent, because their men-folk are out of their homes not only for the whole day but sometimes for several days at a time. The woman, therefore, has to take up some of the responsibilities that the man of the family usually undertakes. The climate is wet and humid and life is full of uncertainties. Diseases such as Malaria and T.B. etc. are prevalent. Therefore, a programme suitable for the life of the women living in these areas has to be in terms of her responsibilities as well as problems. The programme for mother and child care has to emphasise the need for better food, safe drinking water, prevention of some of the prevalent diseases such as sores or dysentery. The importance of clean food and water, storage and preservation of food and purification of water, the need for growing vegetables in a kitchen-garden and preservation of vegetables (such as by dehydrating) would be of much value for them.

Life of women in these areas being particularly monotonous and even full of anxiety and uncertainty regarding the safety of their

men-folk out on the open seas, special attention may be given to recreational programmes.

Desert Areas

(1) Agriculture

(*a*) Planting of shelter belts along all roads, tank-bunds, waste lands and groups of cultivated fields for serving as wind breaks and for preventing erosion.

(*b*) Adoption of dry farming practices for conserving moisture and soil bunding the fields and preparing the fields for absorbing the rain before the commencement of the rainy season. Planting of crops in lines and growing of mixed crops so that hazards of crop failures are reduced.

(*c*) Utilisation of improved agricultural implements for speeding up the preparation of the land, sowing and interculture as comparatively large areas have to be tackled by farmers who reside in dry areas.

(*d*) Planting of plants like Ipomea Carnea on bunds or borders of fields and preparation of compost pits in these fields for utilising the green matter produced by these border plants.

(*e*) Adoption of irrigation methods which economise water, as irrigation water is a scarce commodity. Use of small beds for irrigation, use of straw and grass mulches for reducing the water losses and high level fertilisation to make the optimum use of available water.

(2) Irrigation

(*a*) The need for irrigation is greatest in these areas and not only should the entire funds available under Minor Irrigation and Reclamation be spent on Minor Irrigation, but wherever possible, funds for this purpose should be diverted from other heads also such as Housing.

(*b*) Where no other sources of perennial water supply for irrigation except wells are available, rain-water should be utilised for flooding the fields during the Monsoons for Rabi sowings. 'Medhbandi' should be encouraged in order to conserve moisture. Irrigation channels, wherever existing, should be lined as far as possible in order to minimise losses.

(3) Animal Husbandry

(*a*) Sheep breeding is by far the major livestock industry practiced in the desert areas. Efforts should be concentrated in this direction by providing necessary incentive by way of special improved stud rams, facilities for treatment and prevention of ailments to which sheep are susceptible, construction of sheep shearing sheds and sheep dipping tanks, supply of improved shears and facilities for periodical shearing grading and marketing of wool.

(*b*) Drinking water facilities should be provided for sheep as well as cattle by digging deep wells at convenient distances, as the present difficulties of obtaining water especially in summer undermine the health and development of livestock.

(*c*) Camel being the most important beast of burden and perhaps the only means of transport in the desert areas, improvement of this animal by providing superior and selected stud males and/or subsidising their maintenance would help increase its efficiency.

(*d*) Building up of fodder banks in suitable proximity and setting up of fodder resources in the desert areas to relieve fodder scarcity consequent upon fodder famine, which has frequent occurrence in this region.

(*e*) Introduction of drought resistant grasses and bushes as a means of providing food for sheep and goats and other animals and also preventing wind erosion.

(*f*) Improvement of veterinary aid to animals by increasing the number and improving the equipment of veterinary dispensaries and providing adequate transport facilities.

(4) Cottage and Small Scale industries

The following industries are particularly suggested for these areas :—

(*a*) Wool industry (generally coarse wool is available in desert areas like Rajasthan which is used for making blankets, carpets etc.)
(*b*) Spinning and weaving including ambar.
(*c*) Tanning and leather goods manufacture.
(*d*) Chalks and Crayon manufacture.
(*e*) Lime burning.
(*f*) Village oil industry.
(*g*) Processing cereals
(*h*) Ban and mudda making.
(*i*) Cloth printing (some people from desert areas are more fond of colourful dress).

(5) Health

A high priority should be given to drinking water supply. The drainage problem in the desert areas will be reduced to the minimum on account of the peculiar nature of the soil. The designs of sanitary latrines and urinals will have to be of bore-hole type. It would be necessary to arrange for some kind of mechanism to counteract the caving-in of the bore-hole. In some desert and coastal areas three or four empty 3 gallon P.W.D. drums with their bottoms open have been utilised satisfactorily.

(6) Women and Children's Programme

Desert areas are usually scarcity areas both with regard to food and water. Therefore, storage and saving of food and pure drinking water, growing fruit and vegetables whenever and wherever possible and preserving them are essential parts of women's life. Spinning of wool, weaving carpets, blankets and woolen clothing have to be essential items in the craft programme for women in these areas. Printing and dying of cloth, Ambar Charkha, making rag dolls can also be recommended.

Hilly Areas

(1) Agriculture

The condition of the hilly areas will differ from State to State depending upon the altitude. Such areas are characterised by low *per-capita* land availability and considerable soil erosion.

(*a*) *Prevention of soil erosion* : Adoption of various forms of terraces for cultivation. Provision of graded and grassed water courses, plugging of gullis, etc., for preventing the wash of productive soil from the surface.

(*b*) *Development of horticulture* : Since the land available *per capita* is small, it is necessary to popularise the growing of more profitable crops like fruits and vegetables. The programmes may provide for the establishment of nurseries and distribution of plants.

(*c*) *Conservation of animal and human urine and excreta for improving the fertility of the land* : The transport of fertilisers to hilly areas becomes very expensive and often impossible because of poor communication. It is, therefore, necessary to conserve all organic animal and human waste as well as unwanted vegetative matter, compost it and apply it to the soil for maintaining and improving its productivity.

(*d*) Organisation of agricultural marketing to secure the best price for the fruits and vegetables grown in the hills.

(*e*) Popularisation of fruit preservation and canning so that during the periods of glut, fruits and vegetables could be dried, preserved and canned for use by producing families as well as their neighbours. Peripatetic canning equipment can be utilised by the producers.

(*f*) Popularisation of secondary occupations, such as bee-keeping, poultry keeping, sericulture and forests.

(2) Minor Irrigation

(*a*) The need for irrigation in hilly areas differs widely depending upon the rainfall. In hilly areas with heavy rainfall causing soil erosion, water for irrigation is not required in large quantities and funds under this head can usefully be diverted for (i) soil conservation by field terracing and (ii) horticulture.

(*b*) In dry hilly areas, it may often be necessary to lift water for irrigation and a part of the funds may be utilised for supplying electric power for pumping water for irrigation in addition to soil conservation and horticulture.

(*c*) Irrigation channels in hilly areas should be lined as far as possible in order to minimise losses.

(3) Animal Husbandry

The condition of Hilly Areas varies not only according to their height, but also the region. For instance, the conditions obtaining in the heavy snow fall areas of the Himalayan regions are different from those found in the Southern heavy rainfall regions of the Nilgiris range. In formulating programmes of Animal Husbandry development, this should be taken into consideration.

(*a*) *Sheep Breeding* : Hilly areas are conducive to the propagation of superior wool bearing white sheep. Sheep breeding schemes should, therefore, be taken up on a large scale by providing facilities for the distribution of large number of improved stud rams, introduction of Artificial Insemination with a view to extending the usefulness of the available stud rams to the maximum number of ewes, periodical shearing, breeding and marketing of wool, treatment and prevention of sheep ailments, formation of sheep breeders' associations, etc.

(*b*) Improvement of inferior hill cattle by crossing them with the superior breeds prescribed for the region and where grazing and feeds present no difficulty, introduction of exotic breeds like jersy for crossing them. The cross breeding scheme sponsored by the Indian Council of Agricultural Research as an experimental measure, should be taken advantage of.

(*c*) Conservation of hill grass as hay, for feeding animals of the area as well as its neighbourhood during the lean months.

(*d*) As horses and mules are important beasts of burden in the hills, keeping stallions of hill ponies as well as donkeys for stud purposes should be encouraged, the veterinary dispensaries being preferred for this purpose wherever possible and by giving liberal subsidies to private individuals.

(*e*) The yak being the only beast of burden that can thrive in hilly region over 8,000 feet, the maintenance of yak breeding bulls and their hybridisation with hill cattle of lower regions should be encouraged through liberal subsidies or outright grants.

(*f*) Considering the difficult nature of the terrain, veterinary aid should be provided more liberally in this region than any other areas by opening more veterinary dispensaries and establishing mobile units.

(*g*) *Poultry keeping* : Hill areas are well suited for poultry farming, establishing of exotic breeds and bee keeping. Private indivi-

duals should be encouraged to keep poultry by subsidising liberally and by creating marketing facilities for their products.

(4) Fisheries

The streams in the hilly areas do not count much for the development of fisheries, however, they can be developed in a small way to meet partially the local demand. Some of the lakes in the hilly areas are difficult to exploit and a few of the newly formed minor irrigation tanks are devoid of proper fish life. These could be developed and exploited to increase fish production in the area. Taking into consideration the various ecological & hydrobiological factors obtaining in the various regions of the hilly areas, the types of fishes that could be reared at various elevations are suggested below :—

(*a*) *areas above* 4,000 *ft.*
Rainbow trout
Brown trout
The Tench (*Tinca Tinca*)

These fishes are already being cultured in the Kashmir and Ooty hills. Wherever possible hatcheries or farms of 1-2 acres in area should be established for rearing and breeding of these fishes. Streams and lakes may be stocked with fingerlings of these varieties.

(*b*) *area below* 2000-4000 *feet.*

Mirror carp (Cyprinus Carpio, Var Specularis) is suitable for stocking in ponds and lakes. Some of the major carps like Catla, Rohu and Mrigal may also be introduced in tanks, reservoirs and ponds. Fish fry rearing farms should be established for this purpose.

(*c*) *areas between* 1,000-2,000 *feet.*

Major carps like Catla, Rohu and Mrigal are suitable. Tilapia may be introduced in those areas that are permitted by the Ministry of Food and Agriculture, Government of India.

(5) Cottage and Small Scale Industries

The following industries can be promoted in hilly areas :—

(*a*) Bee keeping
(*b*) Collection of minor forest produce and processing such as extraction of non-edible oil, fibre for making ropes, lemon grass oil, Katha and Kutch from Khair tree, etc.
(*c*) Soap making from non-edible oils
(*d*) Fruits and vegetable preservation
(*e*) Silk industry
(*f*) Timber work and saw mills
(*g*) Extraction of medical herbs
(*h*) Mats and basket making
(*i*) Brushes of coir, wood fibre, etc.

(*j*) Lime burning
(*k*) Tanning
(*l*) Spinning and Weaving
(*m*) Wool industry (provided wool is locally available)
(*n*) Manufacture of charcoal for sale in cities and towns.

(6) Health

In a number of hilly areas there are natural springs and efforts should be made to construct small cement tanks to supply water by pipes, as has been done in some areas of Kulu Valley in the Punjab, Assam and Nainital and Almora Hills in U.P. Water so collected in these tanks must be periodically examined bacteriologically. The questions of latrines and urinals in the hilly areas have always been a problem and the only suggestion we can offer is to have trench latrines with moveable seats and cabin above. The trench should be covered with dry grass or dry garden refuse before use and arrangements must be made to provide earth for the users, so that after use the excreta is covered up with earth. The final disposal of excreta must be carefully planned; in no case should it be thrown in the *khad* as is being done at present, because during rains in particular it has resulted in polluting the streams and has been the cause of spreading bowel diseases amongst the people living in lower areas. The question of pavement of village lanes has to receive a low priority in these areas. Instead it may be necessary to make some kind of steps to go up to the villages.

(7) Women and Children's Programme

People in the hills suffer from extreme cold and live in small groups, scattered and separated by difficult terrains such as hills and forests. Any programme for the people in these areas has to lay emphasis on self-sufficiency fulfilling the minimum of basic needs of life. In Women's programme, a great deal of attention will have to be paid on health and maternity.

In the field of textiles their craftsmanship often transcends utility and makes for beauty as well such as Phulkari in the Punjab, Patch work in Kangra hills, beautiful embroidery and weaving and designing in Assam and Naga hills. Women's programme should encourage these traditional arts and crafts and help with marketing facilities such as through cooperatives. Women's programme should be to improve the conditions in which they work and (perhaps sometimes) the tools and equipment with which they work. But such improvements will have to be done under expert guidance.

Lack of adequate medical facilities, long distances and difficult terrains make it impossible for maternity services to be within easy reach. This makes it an absolute necessity to have some of the local *dais* trained as auxiliary mid-wives.

Tribal Areas

Need to adopt proper approach to Tribal Welfare

It is necessary to introduce the programme of development among the tribals in such a way as to promote their growth by their own efforts and by the efforts of the Extension Workers recognising (i) totality of the community life of the tribals; (ii) the integrated life of the individuals with the community and (iii) the culture and tradition of the tribals, their ability and the speed for change. If this approach for change through development programme is adopted, one has to begin with the standard of their existing life and introduce the changes gradually through stages. The approach should also include identification with the tribal life, understanding their institutions and organisations, understanding the motivating factors leading to development programmes, avoiding stereotype approach, suggesting changes acceptable to them in terms of their value system after understanding their culture and the resulting personality of the individuals. The slowness of speed of development in the early stage is a vital factor to be reckoned with thus spacing the total programme through different stages of development. Actually this approach is not necessarily different from the approach to be adopted in any other development programme. It mainly emphasises the importance of being more sensitive to the tribal life and their value system.

Importance of study of tribal culture and survey of tribal life

The importance of understanding the tribal life leads to the usefulness on one hand of the study of culture and traditions of the individual tribes and on the other hand of the survey of the cultural practices and the development needs in individual blocks. Our programme, therefore, should give special emphasis to these two programmes of study and survey which at present seem to be overlooked or neglected.

(*a*) *Study of the tribal culture*—It is necessary to make a specific study of the culture of the individual tribes for which the programme is developed. There are some studies already made in the field. Wherever these studies have been made they should be made available to the workers in the field. In addition, special projects of studies need to be introduced in consultation with the various institutes of social anthropology. It is also required to develop a scheme of publishing pamphlets on cultural life of each of the tribes and the way in which the development programme can be introduced among them.

(*b*) *Survey*—It is necessary to emphasise that in understanding the prevailing needs and resources and planning the programme of development in relation to these needs and resources, survey is important. The survey needs to be of three types : (*a*) preliminary survey; (*b*) basic survey and (*c*) special survey. The preliminary sur-

vey is more of an elementary nature quickly carried out to find the total population and its distribution by age and sex and certain characteristics of physical environment, main feaurtes of seasons and climates, elementary data relating to the basic and supported economy of the village, the existing living standard, the nature of the social structure and the present facilities of health, education and welfare services. This elementary survey is being carired out, by and large, in most of the blocks. However, the programme is not always related to the findings of the survey. This requires looking into.

Basic survey should follow the preliminary survey and should include all general information regarding region, history, population, economy, social organisation and social life of the whole area. The survey should obtain vital particulars regarding each family and its individual members in the village community. Basic survey is to be undertaken to obtain comprehensive basic data of the families residing in the village, as regards their social and economic conditions; to develop an insight into the general social conditions, social organisation and social problems of the village; to evaluate the social service available for the welfare of the community and to estimate the need of the community in terms of the programme of community organisations so as to enable these organisations to deal with the entire development programme with the active cooperation of the people.

Specific survey should be undertaken after the completion of the basic survey to study the method and process for the development of plans of a more permanent character. This study should naturally deal with the specific problems in a village community. In addition, the survey should include detailed studies pertaining to physical environment, basic economy, social problems affecting health, morale and efficiency of communities, social problems interfering with the economic development of the community and the problems of adjustment of the tribals to the development programme.

In proposing a series of surveys it is not the intention to imply that the development programme should be delayed till the survey is completed. What is implied here is that the programme of survey is a continuous programme of understanding the work among the tribals and should therefore be integrally woven with the development programme. It is also necessary to acknowledge that the workers of the level of VLW and Extension Organisers can only carry out the early preliminary survey after having some training in the method of collecting statistics and having themselves become sensitivised to the culture and life of the tribals. It is at the same time wise to acknowledge the role of the trained investigators in conducting the basic and special surveys. A selected number of trained workers should be employed for this purpose.

All the experiences gained through the study and survey need to be coordinated in the larger interest of the programme of tribal welfare. If this study and survey have been attempted in a planned way and with convictions and if the programme is developed as a result of these surveys and studies, the programme can assume an individual character in each block.

Staff—Before any programme could be developed effectively, selection and training of suitable staff are necessary. It appears that at present most of the workers working in the multi-purpose tribal blocks are trained in their own subject-matter, but do not have any training in understanding the problems of tribal life and culture. The Tribal Welfare Departments of various States having adequate facilities of technical personnel in tribal work should undertake in-service training for the workers of their own State.

The staffing pattern as given in the schematic budget requires some change in relation to (a) number of VLWs to be provided in each block; (b) forest extension organisers; and (c) Additional Block Development Officers.

Although in the original scheme a particular staffing pattern was suggested for a block of 25,000 population, the population of these blocks has been more than 25,000; some times more than three times the specified number. This has resulted in lessening the intensive coverage of work in the M.P.T.Bs. In view of the fact that it would not be possible to delimit these blocks in the middle of the period of five years, it is desirable to provide additional number of VLWs in view of the difficult terrain prevalent in the tribal areas and the villages being situated at long distances from one another.

A post of forest extension officer needs to be provided in view of the fact that forest economy is closely related to the economic development of the tribals. It is necessary to coordinate the agricultural economy with the forest economy.

A B.D.O. in addition to th project executive officer is required in view of the intensive nature of development programme and the larger population coverage prevalent in the Block.

Programme—The programme of tribal welfare is required to be developed according to the specific needs of the tribals residing in these Blocks. The programme of Tribal Welfare could be broadly divided in three categories.

(*a*) *Programme of tribal welfare in the multi-purpose tribal blocks with Rs. 27 lakhs provision for a period of five years.* This programme by the very nature of the additional amount provided should be of an intensive nature. The emphasis, however, should not be on extra spending. It is necessary to plan the phasing of the expenditure in such a way that the emphasis on spending is converted into the emphasis of preparing the necessary ground for better deve-

lopment. Once the necessary ground is prepared, it would be easy to develop the suitable tempo and utilise the finances more usefully.

(*b*) *The blocks having concentrated tribal population and provided with financial provision of Rs.* 12 *lakhs.* In this case although the programme needs to be related to the specific needs of the tribals residing in it, the limitation of the finances would affect the nature of the intensive programme.

(*c*) *Blocks having mixed population of tribals and non-tribals.* In this area the nature of the programme has to be adjusted; (i) to the specific needs of each group, namely, the tribals and the non-tribals and (ii) to the problem of adjustment of the tribals with the non-tribals. It is very likely that the process of development of the non-tribals may be of a higher tempo than that of the tribals. The programme, therefore, needs specific attention to the balancing of the stage of growth and helping each group to adjust to the requirements of the other, thus avoiding social tension.

The programme of tribal welfare can also be divided in relation to ecological conditions, namely, the programme related to the tribals residing in hilly areas and that of tribals residing on plains. Although ecological conditions will to some extent affect both their occupation and mode of living, the need to understand the tribals as having their own distinct culture different from that of non-tribals, continues to hold good in both these cases.

The following programme is given only as an indication of the possible activities of development. It is, however, necessary to emphasise that this programme is only indicative of the nature of development rather than specific means to be adopted in practice. It is necessary for every block and every village within the block to develop suitable programme according to the prevailing social and economic needs of the tribals.

(1) Agriculture

It is necessary to recognise the importance of forest economy in the programme of development of the tribals and of blending the agriculture economy with forest economy wherever possible. The question of weaning the adivasis from shifting cultivation and assisting them to take to settled cultivation is a socio-agriculture question requiring a study of social habits, the attachment of the tribals to the hills and the problem of adjustment to new surroundings. Since the socio-economic conditions of the tribals have to be strengthened and built-up, special facilities need be provided for tribal areas, so as to induce them to adopt improved methods of cultivation. The provision of following facilities is, therefore, recommended :—

(*a*) Establishment of an Agricultural Supplies Store in conjunction with the existing village organisation of the tribals in such a manner that at least one Store is available within a radius of 10 miles.

(*b*) Establishment of a Horticultural Nursery for supplying fruit plants, grafts, vegetables, seeds and seedlings at convenient and suitable Centres in the Block. Even two or three such nurseries may be necessary in a Block.

(*c*) Provision of a set of agricultural equipment to each tribal organisation to enable the tribals to borrow this equipment and use it. This will include agricultural implements, plant protection materials, sprayers, and dusters.

(*d*) Provision of loans to the tribals for soil conservation, minor irrigation, planting of fruit trees and afforestation.

(*e*) Setting up of demonstrations on growing of fruits, vegetables and oil seeds as the tribal diet is deficient in vegetables, fruits and fats.

(2) Animal Husbandry

(*a*) *Piggery*. Pork being a much favoured meat of the aboriginals, schemes for improving the local pigs by crossing them with the imported large whites should be encouraged by distributing liberally stud boars of this breed.

(*b*) *Poultry Keeping*. Poultry is as popular as pigs with the tribals. Schemes for upgrading local poultry by distributing liberally cockerels of exotic breeds and for introducing flocks of improved breeds should be sponsored. The Ashrams and Basic training schools in the tribal areas should be extended facilities, to maintain units of improved poultry so as to serve the purpose of demonstration and training to the trainees and also a source of hatching eggs and poultry to private individuals in the area.

(*c*) *Sheep Breeding*. Certain selected blocks in the area have potentialities for sheep farming and should be taken advantage of by distributing large number of improved stud rams to selected individuals. Training should be given to the tribals on improved methods of shearing and the use of improved shears which should be supplied to them either freely or on a liberally subsidised basis.

(*d*) *Fodder Demonstration*. Demonstration of the cultivation and use of improved fodders should form a part of the seed multiplication centres. Fodder seeds, slips, roots and cuttings should be made available from these demonstration farms to private cultivators.

(3) Fisheries

Fish is a very costly item of food for the tribal people and these areas are inaccessible by quick transport for marketing of fish. Such being the case it is advisable to develop the local resources by introducing the practice of fish farming among the tribal people of the hilly areas. There are also nomadic tribal fishermen like the *Burudebesthas* and *Killikyathas* of Mysore State who are expert fishermen moving up and down the large river courses fishing in inaccessible areas. These people need amenities for settling them in areas around

lakes and reservoirs. The following programmes of work are suggested for tribal areas :—

(*a*) Construction of small 1/2 acre or one acre ponds for raising fish.

(*b*) Stocking of minor irrigation tanks in tribal blocks with major carps like Catla, Rohu and Mrigal and also Mirror carp.

(*c*) Supply of twine, yarn, basket traps and hooks to tribal people for making angling rods and nets.

(*d*) Allotment of lands for settling tribal fishermen.

(*e*) Loans and subsidies to the tribals that take up fish farming.

(*f*) Transport facilities for marketing of fish and also stocking of fish.

(4) Cottage and Small Scale Industries

The industries which are promoted in the tribal areas should cater primarily to the needs of life, namely, food, clothing and shelter; such as food processing industry, handloom weaving and building of houses. While chalking out a programme for tribal areas, stress should be laid on locally available raw materials and marketing facilities. As far as possible the tribals should be encouraged to produce such things which they consume themselves except for certian items for which raw materials may be locally available and for which there should be an outside market. The following are some of the industries which could be developed in many of the tribal areas :—

(*a*) Spinning on traditional Charkhas and weaving. (It is not desirable to introduce Ambar Charkha because the production on Ambar Charkha is high and it would be very difficult to sell yarn and cloth outside the area. It is also not desirable to introduce too many fly shuttle looms to increase production. The tribals weave beautiful designs on bamboo and loin handlooms and they should be encouraged to continue weaving of such designs not only for their own use but for outside market.

(*b*) Silk worm rearing such as ericulture, sericulture, tassar and muga.

(*c*) Bee-keeping.

(*d*) Soap making from non-edible oils available in the area.

(*e*) Tailoring for making simple garments.

(*f*) Lac cultivation.

(*g*) Mat making.

(*h*) Cane and Bamboo products.

(*i*) Fibre industry.

(5) Social Education

There should be a community centre for every village for conducting recreational, educational and cultural activities. The existing panchayat ghar or the Tribal Council Ghar or the place where village God is housed which is traditionally used for community meeting, may be used as a community centre. Efforts must be made to recognise the community life of the tribals and utilise the corporate practices already prevalent in tribal culture :—

(*a*) In this community centre or village ghar efforts must be made to organise a cultural programme including bhajans, group singing, group dancing etc. Folk life of the tribals, which is the very basis of tribal culture, should be promoted through these activities. Instead of introducing modern songs and dances, efforts must be made to utilise and promote the prevailing folk-lores.

(*b*) Efforts should be made to provide facilities for outdoor games, wrestling, camping etc. as a part of the recreation programme. Emphasis should be laid on indigenous games and other items of recreation.

(*c*) Efforts must be made to organise literacy programme as an integral part of the community centre programme. The teachers should be able to speak the tribal dialect and relate the introduction of written words and their meaning to the local dialect. It is desirable to print the primers in the tribal dialect if possible.

Experience shows that if literacy programme is related either to the economic programme or to the cultural programme, it proves more effective.

It is important to realise that although language is the best vehicle of culture any hasty introduction of language other than those of the tribals without providing opportunities for adjustment and for slowness of learning and growth, may prove to be the best source of detribalizing the tribal culture. This needs to be avoided.

(*d*) Gradually library facilities should be provided for those who are made literate. A central stationary library at the block headquarters and mobile libraries for each V.L.W. area will gradually bring facilities of written words and literature to the tribals.

Efforts must be made to organise other educational programmes through group meeting, group discussions to help the tribals to understand, appreciate and adapt new ways of life gradually.

(*ii*) It is necessary to recognise the educational role of youth dormitories (Dhuns Kriag) wherever existing

and revive their educational programme. In the development of youth programme, efforts must be made to relate the programme of economic development and training in functional leadership for adult life in community.

(*iii*) A short orientation training programme through camp be organised for local youth and adult workers by the S.E.O.

(*iv*) Regular Gram Sahayak camps be organised in each V.L.W. area every six months by the S.E.O. and the Agricultural Extension Officer.

(*v*) There should be at least one community centre in the circle of each V.L.W. as a multi-purpose organisation for recreational, educational cultural and economic activities organised and run with the active cooperation of the tribals.

(*vi*) Education exhibition to be organised by S.E.O. and V.L.W. in each Gram Sahayak's circle to expose tribals to the changing circumstances.

(*vii*) The tribal panchayat or the Tribal council may be encouraged to shoulder the responsibility of organising Social Education programme for the tribal communities.

(*viii*) Tours of tribal leaders and workers be organised, first in their own block and later to neighbouring blocks and districts to acquaint them with the programme of development of the other tribals and non-tribals. The importance of gradual contact in introducing changes to the way of life among the tribals should not be overlooked.

(6) Women and Children's programme

The programme for tribal women should be such as will be in keeping with the culture and traditions and the mode of living in a particular area.

The life of most of the tribal people is very hard, the majority living in mountainous and forest regions. Maternity services are almost non-existent and educational opportunities are most inadequate. Economic programmes have to be given priority. Any programme for tribal women has to keep these facts in view.

Here, more than anywhere else, the woman plays a dual role both as a home-maker as well as a bread-earner, either working in the field crossing hills and forests or at her loom.

Generally in tribal society, in many spheres of life, the woman is given a very high status such as the Kuranabois' or the priestess in

NEFA areas. Therefore, women's programme should offer opportunities for women to find satisfaction in playing significant roles and fulfilling responsible tasks.

Recreational and cultural programmes in keeping with their traditional art and music and drama should, also, have a prominent place in their programme.

Women's programme should emphasise teaching of health and sanitation, particularly through demonstration, and help to promote education of their children.

COMMUNITY DEVELOPMENT PROGRAMME FOR SPECIAL AREAS—BLOCKS SITUATED NEAR BIG CITIES AND TOWNS

I. Agriculture

The blocks which are located around the towns and cities need to be developed differently from the blocks located in the rural areas because the cities and towns provide ready markets for products of agriculture, animal husbandry, cottage and rural industries and offer workshop and repair facilities. The following suggestions have been made to assist in planning a suitable developmental programme for blocks which are situated near the towns and cities.

(*i*) Belts of vegetables, fruits and flowers can be established for ensuring a regular and steady supply of these commodities to the cities and towns. The production will have to be so arranged that gluts are not created depressing the prices and shortages are not caused because of the lack of staggered production. Pre-determined quantities of each variety of fruits, vegetables and flowers should be produced for early and late markets. A regular and steady supply can be ensured by early and late planting and by utilising different varieties as well as crops. Many types of fruits, vegetables and flowers should be grown so that they are available throughout the year and there is some choice for the consumer. The production blocks, or belts will have to be located near the roads so that easy communications are available.

(*ii*) For promoting the production of fruits, vegetables and flowers, it will be useful to supply good seeds of Indian as well as European types of plants in convenient and handy packets. Those growers who join this special programme may be given preference (a) in the supply of night soil compost, sewage and sullage water and (b) in the construction of wells and sinking of borings. Selected growers may be trained at Special Horticulture Camps in the improved methods of fruit, vegetable and flower cultivation and particularly in the control of insect pests and diseases. The grant of Rs. 50,000 for agriculture for the block may be utilised for purchasing and supplying special implements, tools, seeds, fertilisers and plant protection materials required for demonstrating better techniques in the field of horticulture and for promoting the establishment of seed and plant nurseries.

(*iii*) Producers Cooperative Societies should be linked up with the Consumers Co-operatives in the towns and cities. Where new housing colonies are being constructed, there will be hardly any competition from private traders and the production co-operatives

can conveniently establish selling shops in such colonies. While planning the housing colonies, plots of lands may be reserved for the co-operative shops. It might even be possible to establish a common selling shop where vegetables, fruits, flowers, eggs and other dairy products are sold. A Co-operative cold store can be established for storing fruits, vegetables, eggs, fish and milk products so as to reduce the spoilage.

(*iv*) The Departments of Agriculture, Marketing and Cooperatives may post special extension workers to look after the blocks surrounding the cities till the work is organised according to the plan. These extension workers will guide the farmers in methods of crop production, marketing and co-operative action.

II. Animal Husbandry & Fisheries

Dairy Husbandry, Poultry Keeping, Pig Rearing and Inland Fisheries Development need special emphasis in these blocks. Programmes drawn up should aim at increased production of milk, eggs, meat and fish, as by virtue of the growing needs of consumers they find a ready market in the cities and towns and thus help improve the economic condition of the producers in the blocks. The following activities are suggested :—

I. Dairy Husbandry (Cattle Development) :—

(1) Loans and subsidies to private individuals establishing dairy farms with milch cattle (indigenous, exotic and cross breeds).

(2) Encouragement to private Goshalas to maintain cattle of milch breeds under Goshala Development Scheme.

(3) Castration of scrub bulls and complete breeding control.

(4) Artificial Insemination Service—net work of Artificial Insemination Sub-centres in the blocks fed by a central semen bank where bulls suitable for the block are maintained for Artificial Insemination service.

(5) Supply of pedigree bulls to Panchayats for natural service, where extension of artificial insemination service is not practicable.

(6) Extension of I.C.A.R. cross breeding scheme to the blocks with a view to building up pockets of cross bred milch cattle.

(7) Organisation of cattle breeders association, producers co-operatives and co-operative milk union for collection and distribution of milk and milk products.

(8) Subsidising of construction of new cattle sheds or improvement to the existing ones.

(9) Construction of common milking sheds.

(10) Implementation of fodder development and fodder conservation schemes (silage and hay making, supply of chaff cutters, washing of paddy straw in rice growing areas) and improvement of grazing lands.

(11) Milk recording of cows and their registration in herd books.

(12) Timely and systematic preventive vaccination of all livestock including cattle against the common contagious diseases.

(13) Organising calf rallies, cattle shows and milk yield competitions at the block and the urban levels.

II. Poultry Keeping

(1) Encouraging poultry farming as a private enterprise by granting loans and subsidies.

(2) Popularising egg-laying and utility breeds like W.L.H. and R.I.R. and supply of adequate number of pure bred and tested strains of poultry from the District or State farms to the village breeders.

(3) Upgrading the village poultry population by replacement of desi cockerels with those of improved males preferably on exchange basis.

(4) Formation of block poultry breeders association and its affiliation with the State poultry breeders association.

(5) Formation of egg co-operatives either independently or in conjunction with the milk unions for organising collection and disposal of eggs in the cities and towns.

(6) Popularising the rearing of baby chicks with suitable subsidies on chicks and equipment.

(7) Popularising ready to feed mash mixtures.

(8) Setting up of custom hatching units and defertilization centres in strategic areas for hatching eggs of private poultry farmers and improving the quality of table eggs respectively.

(9) Supply of incubators, brooders, wire netting and other poultry equipment on subsidised basis to private poultry farmers.

(10) Organising block and urban poultry shows and egg laying trials to encourage production of quality birds and eggs.

(11) Mass vaccination of all birds over six weeks against Ranikhet disease and of those over 8 weeks against Fowl Pox.

(12) Establishment of duck breeding farms under private initiative in wet areas.

III. Piggery Development

(1) Loans and subsidies to private individuals for starting piggery units.

(2) Distribution of stud boars of improved breeds (Yorkshire and Berkshire) to Panchayats or private breeders and, if necessary, subsidise their maintenance.

(3) Establishing a bacon factory in the city and piggery development blocks in the villages all round on the pattern of the Ministry of Agriculture's scheme under the Second Plan.

(4) Organising marketing facilities preferably on co-operative basis for ensuring good quality pork products to consumers in the cities and towns and remunerative price to the producers in the blocks.

IV. Fishery Development

(1) Intensive stocking of all culturable waters on the Mirror Carp fish seed.

(2) Establishment of fish netting units for exploitation of inland fisheries.

(3) Providing icing facilities for fish that are proposed to be marketed from the blocks to the cities.

III. Minor Irrigation and Reclamation

Pressure on land in blocks situated near big cities and towns is generally heavy and cost of land high. Preference in these areas is generally given to the cultivation of vegetables and fruits as against other crops. For vegetables and gardens the depth of water required per watering is less, but the number of waterings is more frequent. Irrigation channels need, therefore, be of smaller section, but should be lined as far as possible in order to save on land as well as water. Tubewells and filter points are more popular in these areas as they can supply sand-filtered drinking water also.

IV. Health

The minimum programme outlined for blocks in rural areas in general will apply to blocks situated near cities and towns but emphasis will have to be laid on provision of safe water supply and disposal of human waste. In most of these blocks there would definitely be some urban influence which tends to create slum conditions mostly pertaining to overcrowding, bad housing, lack of adequate water supply, sanitary amenities and drainage. As such greater effort will have to be devoted to remedy these conditions.

Health Education—Percentage of literacy in these areas is comparatively better than rural areas and as such, it would be easier to impart health education to the people in these blocks to secure their participation and acceptance of the programme for improvement of health and prevention of disease.

School Health and School Feeding Programme—This should receive high priority, as specialists from the nearby town or city are always available to rectify the defects, if any, noted during the medical examination of the children.

V. Social Education

In the villages situated near towns and cities the process of urbanisation is predominant as a force of change. This has two important facets, namely, economic and social. Economically the villagers look to cities for sale of village products and grow them accordingly. This in turn affects their social attitude. Their social values are geared to urban values. There is a continuous dislodgment of value system from rural to urban. Social education to be effective in these areas should take stock of this process of change and organise the programme accordingly.

(1) *Adult Education*—The programme should not only include education for reading and writing but also education for work life in cities. If the social education worker is not able to include this in the programme, he should at least know how to relate the villagers to suitable agencies either in the neighbouring villages or in the town.

The programme of adult education should also help the villagers to know some of the hazards and limitations of the urban life so that the villagers would know how to adjust to the changed circumstances in cities when they visit the town for sale of village produce or when extra population from the village land come to city for employment.

(2) *Education for Social Habits*—Education for for social habits requires special attention in these areas. Earlier villagers looked to the prevailing social institutions of the village community for support, security and social control. In the process of being urbanised, they experience the loosening of this social control. A sort of vacuum is created which brings new insecurities to the villagers specially during the period of transition. The village youth specially require considerable guidance and support from the workers like the S.E.O. He should have adequate understanding of the social factors affecting the changes from rural to urban values. The villagers should also be helped to feel confident of their ability to face the pressure created by urban life on them.

(3) *Youth Programme*—The youth programme should form the major area of work for helping the village youth to face the problem of urbanisation and of adjustment to the changing situations adequately. Both the programme of adult education and education for

social habits, mentioned above should form the greater part of the youth programme.

In addition, the work projects should be geared to the changing situations. They should include projects like that of carpentry, cane weaving, toy making, match making and making of cardboards, files and office stationery.

(4) *Gramsahayak Training Camp*—Village leaders camp should accordingly change its emphasis from agriculture to other requirements of life in this area. It may have training for the sale of milk, vegetables, fruits in the city market in addition to the training of growing vegetables, fruits and breeding of cows and buffaloes.

VI. Women's Programme

Village people living within fairly easy reach of towns and cities are likely to be more conscious of what they lack compared with the amenities available in the towns and perhaps a little more frustrated and consequently more aggressive in their demands for a better standard of living.

As the tendency of both men and women would be to move towards the town and as their aspirations would be to live as city folks live, it is necessary that all efforts should be to make the village more town-like and to make available to the village some of the facilities of the town.

For instance, instead of driving village women to take up jobs in the factories in the town, small-scale industries could be started and they may be given training to produce articles that can find an easy market in the town, such as durries and newars, knitting and simple tailoring. Apart from skilful crafts, certain simple industries can also be taught in order to help the women to have an economic programme, for instance, there will be hospitals and offices and shops in the nearby towns and cities. Women can secure orders for making every day articles that are used in these institutions. For example sewing the linen, the bandage etc., that are needed by hospitals, making paper cartons and bags for shops, tags, files and baskets etc., used in offices. Certain ancillary products such as radio parts etc. connected with bigger industries can easily provide a means of livelihood for women in these parts.

Middle and High Schools for girls should be opened in these areas so that village girls do not go out to town schools and become too urbanized to come back to the village. Training institutions such as for Gram Sevika, Mid-wife, auxiliary nurses, primary teachers etc., should be opened in the village rather than taking the girls out of it to join institutions situated in towns.

Village women can also be given enough education and necessary training to run dairy and poultry farms and grow fruits and vegetables for consumption by town people. Assistance may be given to

form co-operatives and through them to secure marketing facilities for their products.

The programme for mother and child care has to emphasize the need for better food, safe drinking water, prevention of some of the prevalent diseases such as Sores or Dysentery. The importance of clean food and purified water, storage and preservation of food and purification of water, the need for growing vegetables in a kitchen-garden and preservation of vegetables (such as by dehydrating) would be of much value for her.

In order to prevent the village folk rushing to the towns in search of "recreation", recreational and cultural programmes in keeping with the traditional music and drama, arts and crafts, should be given an important place in planning a suitable programme.

VII. Cottage and Small Scale Industries

The villages in the past have normally been exploited by towns and cities. The role of the villagers has been to produce food and other requirements of the towns for which the villagers got very little in return. In order to have a healthy growth of the society and to have a balanced economic development, the activities of villages and towns to a large extent should be complementary to each other. It is not possible to produce enough food in the towns but the towns could certainly extend a number of services to the villages around and help to raise the standard of living of the villagers. It should be the aim to have a complementary and integrated approach in the development of towns and villages in the country. Certain village industries like spinning and processing industries should, as far as possible, be confined to rural sector. The blocks around towns and cities have to be treated on a different footing from that of the villages in the interior. Emphasis might be laid on the production of ancillaries in blocks near urban areas for medium and large-scale industries existing in the towns and cities. This will greatly help in eliminating the sad contrast of economic condition in the urban and rural sectors as it stands today besides diversifying industries and decentralising the economy.

Availability of cheap electrical power in such blocks would help very much in promoting a suitable industrial development programme. Another important factor is to create necessary co-operative institutions to supply credit, raw materials and assist in marketing. Such block headquarters and towns nearby should be planned as centres for industrial development from where the common services could radiate to the surrounding areas.

A list of industries which may be taken up for development in the blocks round cities and towns is given in appendix 'A' attached.

Appendix "A"

A. *Food and allied industries*

1. Confectionery.
2. Fruits and Vegetables canning and preservation and other cereal products.
3. Grinding mills, spices and condiments etc.
4. Syrup.
5. Industries connected with milk :
   (*a*) Pasturised milk
   (*b*) Butter & ghee
   (*c*) Cheese and cream

B. *Clothing and allied industries*

1. Artificial flowers.
2. Hosiery.
3. Dyeing & Block printing.
4. Zari works.
5. Handloom & power loom fabrics :
   Towels, handkerchiefs, bed sheets, table and pillow cover, curtain cloth etc.

C. *Housing and allied industries*

1. Bricks and tiles making.
2. Cement blocks and pipes.
3. Brass foundry for making hasps, staples, hinges and sanitary fittings.
4. Bolts and nuts.

D. *Woodworking and furniture*

1. Saw mills.
2. Seasoning of wood.
3. Furniture and cabinet making, photo frames.
4. Doors and windows.

E. *Leather & leather goods*

1. Footwears, both western and indigenous.
2. Chappal.
3. Suitcases & travel leather boxes.
4. Holdalls and canvas shoes.
5. Brief cases, vanity bags and purses.
6. Cushionseats and saddles.

F. *Earthen-wares and pottery* (*Porcelain*)

1. Flower pots.
2. Water pots and jugs.
3. Drain pipes.
4. Electrical accessories.
5. Plates and water cups and Crockeries.
6. Toy making.

G. *General industries.*

1. Cane furniture and basketries.
2. Bamboo work.
3. Button making.
4. Tin containers.
5. Brass and aluminium utensil making.
6. Hand tools production.
7. Cycle parts.
8. Sewing-machine components.
9. Electrical caping and casing.
10. Insulating of copper wire.
11. Garden and agriculture implements.
12. Bangles, glass and plastic works.
13. Bedding and upholstery.
14. Carpet making, rope making and other connected fibre industries.
15. Candles and agarbatti making.
16. Lock making.
17. Making of knives, paper cutters, scissors.
18. Trunks, tubs, buckets.
19. Sports goods.
20. Ambar Charkha iron parts.
21. Fire works.
22. Musical instruments.
23. Pencil making lead and slate.
24. Crayon and chalk sticks.
25. Sheet metal industry.
26. Any other type of ancillary industries which can be feeders to large or medium industries in the cities and urban areas depending upon availability of electricity and skilled labour.

CHAPTER III
IMPORTANT CIRCULARS

III. 1. (i) **No. 30(27)/58-PC**

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

Krishi Bhavan,
New Delhi-2, December 18, 1958.

To

The Development Commissioners,
All State Governments & Union Territories.

SUBJECT—*Community Development Programme—Tests of self-reliance & self-help.*

SIR,

The Central Committee, at a recent meeting presided over by the Prime Minister, has decided that, in future, there should be some simple norms of performance laid down before the Community Development Programme is taken up in any new area or continued in an existing block. The norms are intended to test and ensure continuous self-help and self-reliance on the part of the people.

2. The following procedure is outlined to achieve this purpose :—

(*i*) Before an area is taken up as a pre-extension block, advance notice may be given to the villages in the proposed block area that self-help and self-reliance on the part of the people would be tested by any or all of the following criteria (as may be laid down by the State Government after considering the level of development of the area).

(*a*) fair evidence of village cleanliness and sanitation.

(*b*) Number of compost pits dug and used.

(*c*) Extent of coverage by (i) Panchayats and (ii) Co-operatives.

(*d*) Extent to which responsibility for development programme is shouldered by Panchayats.

(*e*) Extent to which credit and supplies are channelised through Co-operatives.

(*f*) Any other criterion that may be laid down by the State Government having regard to local conditions.

(*ii*) It is proposed that the District Collector should, in consultation with the District Development Committee (*i.e.*, the non-official advisory body at the district level), decide

whether the area satisfies the test. If it does not, he may recommend another block area which does.

(*iii*) It would also be ensured that throughout the period of operation of a block, the tempo of the people's sense of self-reliance is kept up. With this end in view, the conversion of a pre-extension block into Stage I should depend largely on the performance of the villagers in the above fields as judged again, in accordance with the procedure indicated in (ii) above. If a pre-extension block does not satisfy the test, it will continue to function only as a pre-extension block until it does.

(*iv*) Again, the 'Local Works' portion of the schematic budget of a Stage I or Stage II block, (which will be transferred to Panchayats for planning and implementation under the guidance and approval of the Block Development Committee) should be allotted by the Block Development Committee every year only to such panchayats which have shown a good record in these fields.

3. The implementation of the above decision would necessarily involve the active association of the Collectors with the Programme. It is, therefore, requested that such of the States, which have not actively associated Collectors so far with the programme, should take urgent steps to do so. This will apply equally to the non-official members of the Block Development Committees.

4. As it is proposed to allot the next series of pre-extension blocks and convert the Pre-extension blocks into Stage I, on the basis of these tests, Development Commissioners are requested to give wide publicity to this and furnish to this Ministry before the 15th March, 1959, the names of the blocks which have been selected for starting pre-extension activity as well as those for the commencement of Stage I.

The receipt of this letter may kindly be acknowledged.

Yours faithfully,

(Sd.) B. R. TANDAN

Secretary to the Government of India.

III. 1. (ii) **No. 23(1)/57-PP**

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT

New Delhi, March 12, 1957.

To

The Development Commissioners/
Chief Commissioners,
All State Governments/Union Territories.

SUBJECT—*Coordinated programme of social welfare for women and chidren in C.D. Blocks to be taken up from April,* 1957.

SIR,

Will you please refer to item 4 of the summary record of the discussions and conclusiosn of the meeting of the Development Commissioners held on the 10th and 11th December, 1956, forwarded with this Ministry's letter No. MCD/21(8)/P/56, dated December 20, 1956? The proposed scheme of co-ordination has been approved by the Chairman, Central Social Welfare Board, as well as by the Central Committee. A copy of the approved scheme is forwarded herewith for further necessary action.

2. The essential point to be kept in view is that the Central Social Welfare Board has a fairly good achievement to their credit in the field of women and children, all this having been done through the direct initiative of non-official women workers all over the country and that this arrangement will continue. This will mean that, for all intents and purposes, the Project Implementing Committee at the Block level should be treated as a non-official agency to which we will lend the services of our workers in the block, with such financial assistance from the project budget as can be mutually agreed to, subject to the usual supervision in matters relating to the use of these funds. The Block Development Officer will be one of the members of the Projects Implementing Committee. It is vital to the success of the coordinated programme that he takes active interest in it and makes his fullest contribution at the deliberations of the Project Implementing Committee. I am to request that necessary instructions in this regard may kindly be sent to the B.D.Os concerned.

3. Your attention is invited to paragraph 2(1) of the attached scheme, wherein it is stated that during 1957/58 not more than one Welfare Extension Project, coterminus with a CD block, will be started in a district. Any exception that may be necessary will be considered separately by the Central Social Welfare Board.

4. A communication regarding the number of NES blocks in your State which will be converted into CD blocks as from 1st April, 1957, will be sent to you shortly.

Yours faithfully,
(Sd/-) B. R. TANDAN
Secretary.

Coordinated programme for women and children in New CD Blocks

At the meeting of the National Development Council held in May, 1956, some criticisms were made by Chief Ministers of States regarding the working of the Welfare Extension Projects under the Central Social Welfare Board. At the end of the discussions the Prime Minister observed that there should be close co-ordination between the Central Social Welfare Board and the Community Projects Administration. This point was again made at the meeting of the National Development Council in December last.

2. The question of co-ordinating the programme for women and children undertaken in Welfare Extension Projects under the Social Welfare Board and in Community Development Blocks considered at a meeting of the State Development Commissioners felt that it would help in fully utilising resources, both of finance and personnel, if there was a large measure of co-ordination and joint endeavour between the Community Development Programme and the activities of the Social Welfare Board.

The proposals for co-ordinated working in the main are :—

(1) The Central Social Welfare Board has a programme to take up 990 Welfare Extension Projects during the Second Five Year Plan. Each of these projects covers 25 villages say roughly one-fourth of a Community Development Block. The Ministry of Community Development Programme is to have 1,120 Community Development Blocks during this period; it may be convenient and advantageous to locate a Welfare Extension Project in every community development block that is to be taken up in future and make it co-terminus with the Community Development Block. The duration of the programme in a Welfare Extension Project will be three years, as in the case of the Community Development Block. During 1957-58, the number of NES Blocks to be taken for intensive development will be 200. During this year, not more than one Welfare Extension Project, co-terminus with a C.D. Block, will be started in a district. Any exceptions that may be necessary will be considered separately by the Central Social Welfare Board.

(2) The State Development Commissioner should be a member of the State Social Welfare Board.

(3) The Welfare Extension Projects are now implemented through Project Implementing Committees at district level. In future, there will be a separate Project Implementing Committee for each Project of the new pattern. The composition of the Committee will be as below :—

Chairman—non-official will be selected by the Central Social Welfare Board; the District Collector will nominate not

more than three officials, including the Block Development Officer, as members of the Block Advisory Committee, as many of them as possible being women; about eight non-officials will be selected by the Central Social Welfare Board.

The Chairman of the Project Implementing Committee will be an *ex-officio* member of the Block Advisory Committee.

(4) Within this broad frame-work, the State Governments and State Social Welfare Boards should work out organisational patterns and plans to ensure the most fruitful joint effort suited to the circumstances of their States.

(5) While it is recognised that the pattern of joint effort will vary, and indeed perhaps, should vary, to suit local circumstances and conditions, the outlines of possible methods of joint effort which may be considered and worked are :—

(*a*) The three-year programme for the block would first be drawn up and approved by the Project Implementing Committee at the block level as well as by the Block Advisory Committee. Thereafter, financial assistance from the C.D. Budget would be made as grant-in-aid to the P.I.C. by the competent authority *e.g.*, the B.D.O., the Collector or the Development Commissioner, as the case may be. It was considered that the procedure of making half-yearly advance payments, as in respect of the C.D. blocks, could be conveniently followed.

(*b*) Assistance from the community development programme will be provided by way of services, staff and funds, *e.g.*,—

(*i*) Some of the services available in a Community Development Block would also be available for the programme for women and children, *e.g.*, the Primary Health Centre, the medical personnel and the provision for four maternity and child welfare centres in each block;

(*ii*) Audio-visual equipment;

(*iii*) Provision for rural sanitation ;

(*iv*) One social education organiser (women), and two gram sevikas (This staff will not be transferred to the P.I.C., but their services and assistance should be available to implement the programme to the fullest extent).

(*v*) the financial allocations are :—

	Recurring	*Non-recurring*	*Total*
I. Balwadi (Creches & pre-primary schools) ..	5,000 (10,000)	10,000 (20,000)	15,000
II. Social Education	7,000 (20,000)	3,000 (10,000)	10,000
III. Training in rural arts and crafts	7,500 (25,000)	7,500 (25,000)	15,000

The figures indicated in brackets represent the amount in the Community Development Block schematic budget after deducting the provision for the same head in the N.E.S. Budget and also Rs. 20,000 on account of audio-visual equipment. This will give an idea of this proportion of funds available under each head suggested to be given for the co-ordinated programme. The above allocations may be regarded as ceilings; actual allotment in respect of each block will depend on the needs of the area and the nature of the programme.

(*c*) At the post-intensive stage of the Block, one woman social education organiser and, possibly, the two gram sevikas will remain in the block and assist in the programme continued by the P.I.C. The primary health centre and maternity centres will continue to function in the block.

(6) The State Social Welfare Board will have an official of the State Government to work as the Treasurer of the Board, with clearly defined functions.

3. The Central Social Welfare Board also propose to provide some small institutional services for the physically handicapped. These services may be located in the areas covered by the Projects of the new pattern without forming part of the programme itself, and with a provision outside the budget of the project. In other words, they will be treated as 'Non project inputs'.

III. 1. (iii) **No. F. 5-30/58-PH**

GOVERNMENT OF INDIA

MINISTRY OF HEALTH

New Delhi-2, the 7th October, 1958.

FROM

SHRI T. V. ANANTANARAYANAN,
Under Secretary to the Government of India.

TO

All State Governments.

SUBJECT—*Establishment of Primary Health Centres in the States/Administrations during the Second Five Year Plan—Revision in the pattern of Central assistance.*

SIR,

I am directed to invite a reference to this Ministry's letter No. F. 5-9/56-PH, dated the 15th April, 1957 to all State Governments/Administrations laying down the pattern of assistance to be given by the Central Government towards the establishment of Primary Health Units in the National Extension Service Blocks. In accordance with the terms of the above quoted letter, the Central Government subsidy given by the Health Ministry is as follows :

I. *Non-recurring* to the extent of 75% of the initial expenditure subject to a ceiling of Rs. 37,200 on each unit as shown below :—

(*i*) Cost of equipment	Rs. 6,000
(*ii*) Furniture	Rs. 600
(*iii*) Bedding & Clothing	Rs. 600
(*iv*) Buildings (both for the main Centre as well as the staff quarters).	Subject to a maximum of Rs. 30,000 *vide* para 2 (ii) of this Ministry's letter No. F. 5-9/56-PH, dated 6-8-57.

II. *Recurring*—(to the extent of 50% of the expenditure) according to the pattern of assistance given in para 3(b) of this Ministry's letter of 15-4-57 subject to a ceiling of Rs. 20,120 per unit per year as follows :—

(*i*) Staff (one medical officer, one health visitor, four midwives, one compounder one sanitary inspector and class IV servants two	Rs. 13,620.
(*ii*) *Equipment and supplies, etc.*	
(a) Medicine	Rs. 4,000
(b) T.A. for technical personnel	Rs. 1,500
(c) Contingencies	Rs. 1,000
TOTAL	Rs. 20,120

2. As the Government of Madras/etc. are aware, the distinction between C.D. Blocks and N.E.S. Blocks has been abolished with effect from 1-4-58 vide enclosed copy of letter No. 1(1)Bd/58, dated 5-5-58 from the Ministry of Community Development to all Development Commissioners of State Governments etc. Under the new arrangements, there will be only two stages of progress in respect of the Community Development Programme with effect from 1-4-58 *viz.*, Stage I and Stage II. Stage I will be the intensive development stage while Stage II will be the post-intensive stage. Stage I of the Programme caters for the establishment of Primary Health Centres in each Block.

3. The existing position is that there is a provision in the Plan of the Community Development Ministry for the establishment of Primary Health Centres in Community Projects areas and the Ministry of Health also give assistance to State Governments against provision in the State Plans for the establishment of Primary Health Centres in N.E.S. Blocks. Now that a Primary Health Centre will be established in each Block, it has been decided in consultation with the Ministry of Community Development and the Planning Commission that the provisions for the establishment of Primary Health Centres in the Plans of both the Ministries should be combined to avoid unnecessary duplicaiton that would otherwise arise. The revised pattern of Central assistance in respect of each Centre will then be as follows :

I. *Non-recurring*—upto a ceiling of Rs. 67,500 on each unit as shown below :

(*i*) *Buildings* :—

Rs. 60,000 or 75% of the actual expenditure whichever is less on buildings (both for the Centre and residential quarters for the staff). This sum also includes the cost of construction of suitable accommodation for Family Planning Clinics in the main buildings for the Centre and staff quarters.

(*ii*) *Equipment* :—

Rs. 7,500 for equipment, furniture, bedding and clothing.

II. *Recurring*—

(*i*) *Drugs*—

Rs. 2,000 per annum for drugs.

(*ii*) *Staff*—

Rs. 6,500 per annum, towards expenditure on staff.

4. It has been further decided that the Central assistance indicated in the preceding para will be apportioned between the Ministry

of Health and the Ministry of Community Development as follows :—

	Ministry of Health	*Ministry of C.D.*
Non-recurring		
Buildings	$87\frac{1}{2}\%$	$12\frac{1}{2}\%$
Equipment	Nil	100%
Recurring		
Drugs	Nil	100%
Staff	Nil	100%

The Central assistance to be provided by the Ministry of Community Development will be drawn from the Block budget through the quarterly expenditure statements as hitherto while the Ministry of Health will make their share of assistance directly available to State Governments, in accordance with the procedure prescribed in the Ministry of Finance (Deptt. of E.A.) letter No. F.2(17)-PII/58, dated the 12th May, 1958 and Planning Commission letter No. Plan/5/2/57, dated the 12th May, 1958.

Budget provision for the year 1958-59 has been made under the heads—

(*i*) *Ministry of Health*
Demand No. 49-Major Head 39-B-Grants for Health Purposes—B-1 Grants to State Governments B-1(3) Grants for the maintenance of Health Centres in N.E.S. Blocks.

(*ii*) *Ministry of Community Development*
Demand No. 7 (Major head '63-B') A-Community Development Projects—A-1 Grants to States.

5. The Government of India have further decided that :—

(*i*) The Primary Health Centres opened in *C. D. Blocks* before 1-4-58 would continue to remain in these Blocks and be assisted by the Ministry of Community Development in accordance with Ministry of C.D. letter No. CPA/13(18)/P/56 dated 10-7-56 ;

(*ii*) all Primary Health Centres in Stage I Blocks opened during the Second Five Year Plan period from 1-4-58 will receive assistance according to the revised pattern laid down in Ministry of C.D. letter No. 1(1)/BD/58, dated 5-5-1958 ;

(*iii*) all Primary Health Centres opened in the N.E.S. Blocks between 1-4-56 and 31-3-58 will also get assistance for buildings on the revised pattern for buildings.

6. A specimen design and estimates for the buildings required for a Primary Health Centre drawn up by the Ministry of Health in consultation with the Ministry of Community Development is forwarded herewith. I am to request that the State Governments may adhere to this design, as far as possible, allowing only the minimum modifications, where necessary, to suit local conditions.

Yours faithfully,
(Sd.) T. V. ANANTANARAYANAN
UNDER SECRETARY

2. SUMMARIES OF CIRCULARS

III. 2 (i)

DELIMITATION OF BLOCK BOUNDARIES

Ministry of Community Development Circular No. CPA/1 (11)/P/55 dated 31-1-56

(Please see the statement relating to the phasing of blocks at pages 11 & 12.)

(*i*) The block boundaries should be coterminus with the revenue boundary viz. Tehsil, Thana etc. and should not cut across the administrative boundaries.

(*ii*) The average of 66,000 persons per block for the State as a whole should be achieved. In sparsely populated & hilly areas, the individual coverage may be lowered to 40,000. For a tribal block, the population coverage may be 25,000 whereas in a NEFA type block the optimum coverage may be 10,000. In a tribal block, the tribal population should constitute at least 70 per cent to 80 per cent population of that area.

(*iii*) Cities having a population of less than 1,00,000 may be included for purposes of achieving the average of 66,000 although for purposes of actual programme, such urban areas should be excluded.

(*iv*) Blocks having a population of 1,00,000 or more may be treated as equivalent to two blocks each for purposes of financial provision but bifurcation of existing unweildy blocks should be deferred till the original block enters Stage II.

III. 2 (ii)

ALLOTMENT OF BLOCKS

Ministry of Community Development Circular Nos. 14(17)/58 Prg. I dated 17-6-58 and 30 (26)/58 PC dated 2-12-58

(i) *Availability of staff*—During the pre-extension stage, a minimum staff comprising of one B.D.O., one Extension Officer (AGRI) and five VLWs should be ensured. The full complement of staff as envisaged in the Green Pamphlet is to be in position when the block enters Stage I.

Ministry of Community Development Circular No. 14 (25)/58 Prg. I dated 16-8-58.

(*ii*) Selection of sites :—

(*a*) The Block should be contiguous to existing blocks so as to form a compact unit.

(*b*) Blocks should be located round about Agricultural/Veterinary Colleges and Extension Training Centres and similar institutions.

(*c*) Preference to be given to areas comprising Gramdan Villages and other areas where there is a preponderance of backward classes.

III. 2 (iii)

EXTENSION OF THE PERIOD OF OPERATION OF BLOCKS-UTILISATION OF STAGE I FUNDS ALONG WITH STAGE II FUNDS.

Ministry of Community Development Circular No. 153 (10)/57-PC dated 1-4-59.

As laid dowd in Para 5 of the Green Pamphlet extension upto one year, wherever necessary, would be given freely to Stage I Blocks. In case of availability of substantial unspent funds under Stage I, State Governments may:—

(i) ask for extension upto one year, subject to the availability of sufficient funds *both* under 'Loan' and 'Non-loan' from the C.D./Stage I block budget. The block will continue in Stage I and utilisation of Stage II funds is not permissible.

(ii) ask for reversion to Stage II with permission for utilisation of Stage II funds along with Stage I/C.D. funds. In such a case, the utilisation of Stage I/C.D. funds will be

restricted to one sixth of the total schematic budget or the actual unspent amount available, whichever is less.

Cases in respect of which extensions have already been allowed should not be opened.

III. 2 (iv)

UTILISATION OF SAVINGS. IN EXPENDITURE ON 'PERSONNEL' AS A RESULT OF THE REVISION OF THE C.D. PROGRAMME.

Ministry of Community Development Circular No. 1 (1)/X/Bd/58 dated 14-8-58.

"Savings" on "Personnel" could be utilised for :

(1) Appointment of additional VLWs in any block if necessary.
(2) Increased salaries of staff in the block which happen to be more than the scale of pay provided in the schematic budget to the extent that may be required.
(3) Cost of staff in the pre-extension stage of the new blocks
(4) State's share of the pay and allowances etc. of the Extension Officer (Rural Industries) where this could not be provided for in the budget of the State Department of Industries.

III. 2 (v)

UTILISATION OF STAGE II FUNDS

Ministry of Community Development Circular Nos. 65(32)/Bd/58 dated 5-9-58 and 1 (1)/ VI/BD/58 dated 25-9-58.

(*i*) The amount of Rs. 5 lakhs provided for Stage II is meant to be spent evenly at the rate of Rs. 1 lakh per year in five years but it is not intended that the provision under each head should be divided into five equal portions. Expenditure on Irrigation may exceed Rs. 17,000, subject to the ceiling of Rs. 1 lakh not being exceeded in any one year.

Funds from other heads could be diverted to irrigation with the approval of Block Development Committee.

(*ii*) A carry over of the unspent balances to the extent of 20 per cent of the annual allocation not exceeding Rs. 20,000, in any year is permissible.

III. 2 (vi)

INCLUSION OF ITEMS OF EXPENDITURE UNDER 'NON-RECURRING', UNDER 'RURAL ARTS, CRAFTS AND INDUSTRIES'.

Ministry of Community Development Circular No 1(1)/(4)/BD/58 dated 17-1-59.

Expenditure incurred on such items as purchase of raw materials for Training Centres, salary of casual staff, grants for industrial cooperatives etc., may be classified as 'non-recurring' provided the ceiling of the central share under 'Non-loan' expenditure is not exceeded.

III. 2 (vii)

UTILISATION OF SAVINGS IN EXPENDITURE ON 'PERSONNEL' IN MEETING THE COST OF THE SUPERVISORY STAFF AT THE STATE/ DISTRICT OR SUB-DIVISIONAL LEVEL.

Ministry of Community Development Circular No. 1(1)/X/Bd/58 dated 5-1-59

It is not permissible to meet the cost of the supervisory staff at the State/District or Sub-divisional level from the block budget even in cases where such cost can be met out of savings in the block budget after providing for full complement of staff in the block as per schematic staffing pattern. This practice, wherever it is prevalent, may be stopped.

III. 2 (viii)

PROPER UTILISATION OF EQUIPMENT.

Ministry of Community Development Circular No. 1(5)/57 S(PL)/A dated 4-3-1958.

(1) Any equipment held up at State Headquarter should be despatched immediately to the Blocks concerned.

(2) All necessary measures should be taken to ensure that the equipment supplied are fully utilised.

(3) Spare parts for damaged items for repairs should either be obtained in the country, if available, otherwise licence may be obtained quickly for their import.

III. 2 (ix)

PROVISION OF TRANSPORT.

Ministry of Community Development Circular No. 124/57-S dated 1-3-58 & 124/58-S dated 4-8-58

(1) Only one vehicle (excluding Mobile Health Van and Cinema Vans) is to be provided in each block.

(2) Surplus vehicles are to be adjusted against the new blocks opened/to be opened.

(3) Each State will have additional vehicles for Head Quarter @ one vehicle for each 100 blocks subject to a minimum of two.

(4) Double/Multipurpose Blocks will have two Jeeps.

(5) Vehicles supplied to the C.D. Programme should be used only for the programme in block areas.

Ministry of Community Development Circular No. 5(2)/58-S(PL) dated 6-10-58-& 124/58-S dated 15-10-1958.

(1) No other equipment including transport vehicles will be supplied in future to the State Governments towards their use in the block areas.

(2) Future requirements of equipment may be purchased locally under 'Rupee Provision' from indigenous or imported stocks in the country under their normal purchase procedure provided the provision exists in block budgets.

(3) The equipment supplied to C.D. Programme should be treated as part of other similar equipment with the State Government in other departments for purposes of maintenance, repairs and spare part facilities.

(4) Normal life of a Jeep, station wagon or Pick-up truck should not be less than 10 years and barring serious damage to the engine in any serious accident, a Jeep engine can function properly for more than 15 years.

(5) Life of a vehicle should be calculated from the date of supply and not from the date of inauguration of the block.

(6) Comprehensive instructions should be issued to the Block Development Officers to ensure long life of vehicles.

III. 2 (x)

ADJUSTMENT OF THE DOLLAR COST OF EQUIPMENT IMPORTED UNDER THE DOLLAR AID.

(1) The total rupee expenditure including cost of equipment should remain within the overall ceilings for 'other than loan' expenditure.

Ministry of Community Development Circular No. 13(1)/58 S(PL) dated 15-10-1958.

(2) If there are any vehicles (out of the current consignments) whose costs (dollar and rupee) could not be adjusted against the budget provision in the existing CD Blocks, the relative cost may be converted into equivalent rupees and adjusted against appropriate provisions in the block budget of the Development Blocks (Stage I & II) concerned.

(3) Costs of Artificial Insemination Sets (both 'Dollar' & 'Rupee') may be converted into equivalent rupees and adjusted against the appropriate provision in the block budget, if sufficient dollar provisions of 'Non-loan' category do not exist as unspent in CD Blocks of 1957-58 and earlier series. This procedure will apply in respect of other items of imported equipment.

(4) The existing accounting procedure in respect of T.C.A. equipment will continue to apply to the equipment supplied to the Stage I and II blocks.

III. 2 (xi)

UNSPENT DOLLAR PROVISION IN BLOCK BUDGETS.

Ministry of Community Development Circular No. 5(2)/58S(PL) dated 15-10-1958.

(1) All unspent dollar provision in the block budgets after providing for the dollar cost of all equipment so far supplied/allotted would automatically lapse.

(2) Unspent dollar provision referred to in (1) above is not convertible into 'Rupee provision' neither can provision under 'loan' be converted into 'non-loan' provision.

III. 2 (xii)

PROCEDURE FOR CENTRAL ASSISTANCE FOR STATE PLANS & CENTRALLY SPONSORED SCHEMES.

Planning Commission Circular No. Plan/5/2/57 dated 12-5-1958.

(1) The schemes relating to the C.D. Programme, Panchayats and Cooperation are to be grouped together under the Head of Community Development.

(2) Within a group the State Government is free to regulate the expenditure on the schemes without reference to the Central Government.

(3) When the total expenditure under one group is proposed to be covered by reduction of expenditure in another group under the same head of development, the concurrence of the Central Ministry should be obtained and the Planning Commission kept informed.

(4) Where the same Central Ministry is concerned with more than one head of development adjustments between them may be made in consultation with the Ministry with advice to Planning Commission.

(5) Where such adjustments are considered necessary as between one Ministry and another the concurrence of the Planning Commission should be obtained, a copy of the proposal being sent simultaneously to the Ministries concerned.

(6) Copies of Quarterly Expenditure Statements sent to Ministry of Finance are to be forwarded to this Ministry also.

CHAPTER IV

PUBLIC CONTRIBUTION FOR THE PROGRAMME

The Community Development Programme is a programme of aided self-help in which the people are required to contribute to the maximum possible extent on a voluntary basis in the form of cash, kind and labour.

The Ministry of Community Development had suggested the following percentage of public contribution as *desirable* in the various fields of the programme :

(1) *Irrigation*—The percentage Contribution should be fairly large.

(2) *Drinking water supply and drainage*—25% of the expenditure should form public contribution.

(3) *Roads*—Katcha roads should be constructed by the villagers at their own cost. Culverts and pucca roads are to be constructed out of the block funds.

(4) *Education*—25 per cent of the cost of additional buildings should be the public contribution.

(5) *Dispensaries*—25% of the cost of buildings.

(6) *Community Recreation Centres*—50 per cent of the capital cost.

There is no rigidity about this however. State Governments are free to vary and modify the percentage of public contribution in the various fields of the programme in the light of local conditions.

APPENDIX

List of Items that can be taken up Under the Community Development Programme

Major head	Brief description of the programme
1. Agriculture & Animal Husbandry.	Provision under this head is intended to promote the adoption of improved agricultural and animal husbandry practices such as :—

Agriculture

(i) Purchase, maintenance and repairs of demonstration equipment required in connection with demonstrations to be carried out on farmer's lands provided the equipment does not become the property of a private individual or an institution.

(ii) A portion of the provision under this head (not less than Rs. 1000/- per annum) is to be spent on encouraging farmers clubs, youth clubs and for promoting progressive farmers' training and gram sahayaks' programme in the field of agriculture. The expenditure is to be incurred only for extension items and not for meeting the cost of TA, boarding and lodging or for employment of the staff or hire of buildings.

(iii) Prizes to be awarded for promoting competitive spirit among farmers and for promoting new innovations and introductions including prizes for growing vegetables up to Rs. 500.

Note—(i) The provision under this head should not be used for subsidising sale of improved seeds, fertilizers, manures, implements, plant protection equipment and materials, horticulture materials, fencing etc.

(ii) No expenditure is to be made out of this grant for construction, repairs, maintenance and hire of buildings or on the establishment and running of a farm, garden or a nursery.

Animal Husbandry

(i) Purchase of laboratory equipment such as Refrigerator, Laboratory and demostration equipment, breeding, feeding and management, Microscope (Clinical), Glassware, Centrifuge, Weighing Balance, Dyes etc.

(ii) Purchase of demonstration equipment for educative propaganda such as charts, models of cattle, other livestock, cattle sheds, poultry houses etc.

(iii) Purchase of artificial insemination crates and castration demonstration equipment, tatooing sets etc.

(iv) Training of village leaders for castration.

(v) *Live Stock development*—Subsidising cost of stud bulls, stud rams, ewes, stud bucks, stud boars and for construction of model cattle-sheds.

(*vi*) *Poultry development*—Subsidising cost of hatching eggs, Pullets, cockerels, baby chicks and supply of eggs incubators, rearing equipment and supply of rolls of wire mesh to registered poultry breeders and construction of 50 cheap poultry houses, maintenance of stud bulls and calves.

(*vii*) Holding of village and block calf rallies, poultry and cattle shows.

(*viii*) Subsidising digging of soil pits, supply of fodder seeds, slips, roots and cuttings for popularising fodder cultivation.

(*ix*) Demonstration of grass and fodder cultivation at Block Head Quarters or Veterinary dispensary and Pasture improvement by fencing and rotational grazing.

(*x*) Preventing wastage of fodder by supplying chaff cutters.

(*xi*) Construction of washing tanks for demonstrating water treatment of paddy straw.

(*xii*) Popularising feeding of poultry with ready-to-feed mashes.

Disease Control

(*i*) Supply of first aid medicinal kits and drugs for medicine kits, purchase of drugs for dosing against helminths.

(*ii*) Construction of footbaths against foot and mouth diseases in villages.

(*iii*) Spraying against ectoparasites (ticks and mites).

Marketing

Organising of poultry, eggs and milk marketing societies.

Fisheries

(*i*) Supply of fish fingerlings for the distribution to village Panchayats and private parties.

(*ii*) Subsidising the purchase and distribution of yarns and other fishery requisites.

(*iii*) Subsidising construction and repair of small fish-ponds.

2. & 3. Irrigation & Reclamation

The loan provision under these heads could also be utilized for productive schemes connected with agriculture including rural electrification and other items such as :—

Irrigation

(*a*) Surface wells.
(*b*) Repair & deepening of existing wells
(*c*) Persian wheels
(*d*) Tube wells
(*e*) Filter points
(*f*) Pumping sets.
(*g*) Weirs across rivers.
(*h*) Bundies
(*i*) Channels including field channels.
(*j*) Embankments
(*k*) Tanks
(*l*) Repair and renovation of tanks etc.
(*m*) Rural electrification

Reclamation

(*a*) Anti-waterlogging measures such as drainage.
(*b*) Soil conservation
(*c*) Contour bunding
(*d*) Flood Protection etc.

4. Health and Rural Sanitation.

The provision under this head includes Rs. 50,000 for drinking water supply and Rs. 25,000 for drainage and sanitation and in each case there should be an increasing measure of local contribution. Other items of the programme are :—

(*a*) Recurring expenditure may be utilised for :

(*i*) Replenishment of village medicines.
(*ii*) Grant-in-aid to the existing dispensaries.
(*iii*) Financial assistance on Grant-in-aid basis to the existing institutions for employment of work charged staff, *e.g.* Midwife/Dai, Sanitary Inspector if required and considered necessary by the Director of Medical and Health Services of the State.

(*b*) *Non-recurring* expenditure may be utilised for :

(*i*) Construction of new wells or sanitization of old wells. It would be preferable to instal hand-pumps in these wells, and ensure proper maintenance of these pumps. The wells have necessarily to be covered and provided with man-holes so that in case of break-down of pumps people can draw water through them. It is also essential to make adequate provision for disposal of sullage water.
(*ii*) Construction of dispensary building.
(*iii*) Improvement of existing dispensaries.
(*iv*) Construction of sanitary latrines and urinals with preference for Primary schools and community centres.
(*v*) Provision of drains and construction of soakage pits.
(*vi*) Construction of smokeless chulahs.
(*vii*) Pavement of village lanes.

5. Education.

The provision of Rs. 60,000 under this head includes Rs. 45,000 as a non-recurring grant which is used mainly for buildings which should receive smaller emphasis than heretofore. The funds provided should be available for assisting village communities in improving the local schools such as :—

(*a*) Primary Schools (Basic type)
(*b*) Aid to existing primary schools
(*c*) Conversion of primary schools into basic type
(*d*) Middle schools
(*e*) Aid to existing schools

6. Social Education.

(*a*) *Programme*—

(*i*) Community Centres and their organisation
(*ii*) Literacy classes and Adult Education classes
(*iii*) Reading Rooms and libraries
(*iv*) Recreation Programme
(*v*) Cultural Programme

(*b*) Organisation of Youth groups and their economic cultural and education programme.

(*c*) Formation of Associated Groups such as Farmers Clubs, Youth Clubs, Women's Clubs, interest groups, occupational groups.

(*d*) Gram Sahayak Camps.

7. Communications.

In carrying out programme under this head what is important is that local communicational works should be part of the road plan for the block and the district and the programme of metalling roads followed by the P.W.D. is linked with the communications programme undertaken with the participation of the people. The following items may be taken in the block programme :—

(*a*) Katcha roads

(*b*) Kankar or gravel surfacing

(*c*) Culverts and other crossings

8. Rural Arts, Crafts and Industries.

Provision under this head is a nucleus provision and should not be diverted to other heads. The intention is that, in fact, it should be supplemented by the resources of the Khadi & Village Industries Commission and other Boards under the Ministry of Commerce and Industry. The procurement and maintenance of tools for labour and construction cooperatives, organised in each block should form an important programme under this head and should also include :—

(*a*) Training of rural artisans including payment of stipends and travelling expenses to trainees.

(*b*) Grants for technical or artisans' training institute in the block.

(*c*) Grants to Industrial Cooperative Societies in the block to meet expenses on account of employing technical and management staff for the first three years.

(*d*) Subsidising the cost of equipment and improved tools for artisans, particularly those who are trained in improved equipment and methods of production. This subsidy may be given up to 50% of the cost of tools and equipment. It may also be noted that out of the allotment of Rs. 65,000 during Stage I and Rs. 50,000 during stage II under this head, Rs. 15,000 and Rs. 7,500 respectively are earmarked for development and promotion of industries under women's programme.

(*e*) Developing such industries as are not included in the list of any of the all-India Boards or such industries as the all-India Boards were not in a position to provide adequate funds.

9. Housing.

Buildings should be simple in design and execution and fit with local environment. Local labour and material should be utilised to the maximum extent. It would, as a rule, be better that these constructions be undertaken by agencies other than the P.W.D. though the latter may be consulted and their advice taken to the extent necessary. The provision of Rs. 1 lakh in Stage I may be fully utilized for the construction of staff quarters. Where, however, any savings are available for rural housing they should be utilized for providing ancillary services which would ultimately form the nucleus of rural housing in the block areas. We may aim at buildings with a life of 15 to 20 years.

10. Programme for women and children.

The non-loan provisions under the heads 'Education', 'Social Education' and 'Rural Arts, Crafts and Industries' in Stage I include the following amounts making up a total of Rs. 40,000 to be given as grant to State Social Welfare Boards for implementing the coordinated programme for women and children in the blocks selected for the purpose :—

Education—	Rs. 15,000 for Balwadi (creches and Pre-primary schools).
Social Education—	Rs. 10,000
Rural Arts, Crafts and Industries—	Rs. 15,000

As regards other blocks, a similar allocation upto a ceiling of Rs. 40,000 should also be earmarked for implementing women and children's programme.

In Stage II also an allocation upto a ceiling of Rs. 20,000 may be earmarked out of the provision under the above heads as detailed below for implementing women & children's programme in each block :—

Education ..	.. Rs. 7,500 for Balwadi (creches & Pre-primary schools).
Social Education	.. Rs. 5,000
Rural Arts, Crafts and Industries	.. Rs. 7,500

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